REPORT RESUMES

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REGIONAL EDUCATIONAL SERVICE AGENCY PROTOTYPES, OPTIONAL STATUTORY ARRANGEMENTS, AND SUGGESTIONS FOR IMPLEMENTATION.

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THIS STUDY CONSISTS OF THREE SEPARATE SECTIONS--(1) DESCRIPTIONS OF SELECTED REGIONAL EDUCATIONAL SERVICE AGENCIES WHICH ARE CURRENTLY IN OPERATION, (2) A DISCUSSION OF OPTIONAL STATUTORY ARRANGEMENTS FOR A NETWORK OF REGIONAL EDUCATIONAL SERVICE AGENCIES, AND (3) SUGGESTIONS FOR THE IMPLEMENTATION OF A PROGRAM DESIGNED TO EXPAND EDUCATIONAL OPPORTUNITIES BY STRENGTHENING EXISTING REGIONAL AGENCIES AND ESTABLISHING NEW REGIONAL AGENCIES WHERE NONE NOW EXIST. THE REGIONAL EDUCATIONAL AGENCIES DESCRIBED CAN BE CONSIDERED AS PROTOTYPES. THEY DEMONSTRATE THAT REGIONAL MULTI-DISTRICT PROGRAMS HAVE DEVELOPED IN VARIOUS PARTS OF THE COUNTRY IN A VARIETY OF CIRCUMSTANCES AND WITHIN THE FRAMEWORK OF RATHER DIVERSE LEGAL PROVISIONS. SOME OF THE AGENCIES AS PRESENTLY CONSTITUTED ARE RELATIVELY NEW. SOME WITH OR WITHOUT RECENT MODIFICATION HAVE BEEN IN OPERATION FOR A NUMBER OF YEARS. MOST ARE AN INTEGRAL PART OF THEIR STATE SYSTEM OF SCHOOLS ALTHOUGH SOME OPERATE ON THE OUTSIDE OF THE FORMAL STATE STRUCTURE FOR EDUCATION. ALL HAVE DEVELOPED FROM RECOGNITION THAT THE PROVISION OF MANY HIGHLY SPECIALIZED EDUCATIONAL SERVICES REQUIRES AN OPERATIONAL BASE LARGER THAN THE LOCAL SCHOOL DISTRICT. (ES)

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Regional Educational Service Agency Prototypes, Optional Statutory Arrangements and Suggestions for Implementation

Regional Educational Service Agency Prototypes, Optional Statutory Arrangements and Suggestions for Implementation

Prepared for
Program Development Section
Bureau of Elementary and Secondary Education
U. S. Office of Education

Prepared by

Department of Rural Education
National Education Association
January 1967

TABLE OF CONTENTS

Foreword 1

Part A: Prototype Descriptions

No. 1: Erie County Board of Cooperative Educational Services, New York 3

No. 2: Bucks County Public Schools, Pennsylvania. 7

No. 3: Montgomery County Public Schools, Ohio 12

No. 4: Oakland Schools, Michigan. 17

No. 5: Cooperative Educational Service Agency No. 18, Wisconsin. 24

No. 6: Muscatine-Scott County School System, Iowa 28

No. 7: Harris County Department of Education, Texas 33

No. 8: Educational Research and Development Council of Northeast Minnesota 38

No. 9: St. Louis County Cooperative Audio-Visual Center, Missouri 43

No. 10: San Diego County Department of Education, California 47

No. 11: Intermediate District No. IX, King County, Washington 54

Part B: Optional Statutory Arrangements 58

Part C: Suggestions for the Development of Regional Service Agencies. 72

Appendix 81

FOREWORD

This study consists of three separate parts:

a. Descriptions of selected regional educational service agencies which are currently in operation.

b. A discussion of optional statutory arrangements for a network of regional educational service agencies.

c. Suggestions for the implementation of a program designed to expand educational opportunities by strengthening existing regional agencies and establishing new regional agencies where none now exist.

The agencies described in Part A of this report have been selected because they are representative of different types of organizational patterns and because in each instance a regional educational service program of high quality is in operation. In a few instances the agency selected as a prototype is the only such agency in the particular state. In most instances, however, somewhat similar counterparts to the agency described operate in other service areas of the particular state. While somewhat different service programs and combinations of services could be illustrated through descriptions of additional agencies, not more than one agency from any state has been included.

The regional educational agencies described can be considered as prototypes. They demonstrate that regional multi-district programs have developed in various parts of the country in a variety of circumstances and within the framework of rather diverse legal provisions. Some of the agencies as presently constituted are relatively new; some with or without recent modification have been in operation for a number of years. Most are an integral part of their state system of schools although some operate on the outside of the formal state structure for education. All have developed from recognition that the provision of many highly specialized educational services requires an operational base larger than the local school district. While perhaps none would claim perfection in accomplishing the goals and objectives toward which their programs are directed, the diversity of their organization and operation and the quality of their service programs qualify each of them as a prototype regional agency worthy of examination and analysis.

The prototype descriptions included in Part A are actually no more than a brief abstract of the information furnished by the prototype agencies for this report. It is unfortunate that the process of developing these abbreviated descriptions has excluded the number and qualifications of the staff members employed in the operation of the programs reported. The schedule used in surveying these agencies is included in this report in an Appendix. A supplementary Appendix, a completed schedule for each agency along with other descriptive and illustrative material, is furnished separately.

PART A

PROTOTYPE DESCRIPTIONS

Prototype No. 1

Erie County Board of Cooperative Educational Services - New York

Prototype No. 1: Board of Cooperative Educational Services
First Supervisory District, Erie County
99 Aero Drive
Buffalo, New York 14225

One of a statewide network of Boards of Cooperative Educational Services operating throughout the state. This type agency is a modification of the former Supervisory District and District Superintendency and is currently the New York form of an intermediate unit.

Regional Area:

Comprised of 19 local school districts (operating 31 high schools) enrolling approximately 80,000 public school pupils. Regional agency serves all local school districts in the area.

Organization and Operation:

Has a five-member lay board of education, elected on a nonpartisan basis by the board members of component local school districts. Agency receives state financial support and payment for services provided to local school districts; does not have tax levying authority. Board appoints superintendent and staff and sets salaries. Operation is housed in its own separate building; board does not have authority to build, purchase or own physical facilities. Local districts participate in planning and determination of service programs; have freedom to decide whether or not they will use any or all of the specific services provided by the regional agency.

General Description:

Boards of Cooperative Educational Services are legally constituted educational organizations responsible both to component local school districts and to the State Education Department of New York. The Cooperative Boards are an extension of the local schools designed to provide cooperatively those services individual school districts cannot provide alone. The Boards are responsive to local needs and subject to local school control. The State Education Department must approve all Cooperative Board programs and substantially assists in financing them.

The First Supervisory District is a 900-square-mile suburban area partially surrounding Buffalo, and includes 19 independent school districts with enrollments ranging from 2,000 to 8,000 pupils. Total public school registration exceeds 80,000, with an additional 30,000 enrolled in nonpublic schools. The component school districts have their own boards of education and administrative and instructional staffs.

The five service programs of the First Supervisory District Cooperative Board include vocational education, special educational services, curriculum development, educational data processing, and shared specialists' services. 1,400 students are enrolled in area vocational centers on a shared time plan; 1,000 students are enrolled in the special educational classes.

The Board employs more than 250 instructional and technical personnel and has an operational budget exceeding $3 million per year. Each school district is directly involved in the planning of service programs. New services are initiated only if the need has been established and component districts have shown sufficient interest, acceptance, and support for them.

Specific Service Programs:

Vocational Education

Approximately 1400 students attend two separate area vocational schools operated by the regional agency. Students take academic work at their home schools and are bussed to Cooperative Board Vocational Centers for classes in auto-shop, cosmetology, practical nursing, technical electronics, electronic maintenance, home appliance repair, machine shops, electronic data processing, building maintenance, food service, dental assisting, commercial art, heating and air-conditioning, vocational agriculture, home and institutional health services, microbiology, and welding. Additional courses are offered in other locations within the district and some students participate in vocational classes outside the regional area. The agency employs 39 full-time professional staff members, additional part-time instructors as needed, and 13 noncertificated staff for secretarial, clerical, and custodial duties for this program.

Special Educational Services

Operates 48 classes for mentally retarded (educable and trainable) and 20 classes for students with learning and behavior problems. The latter classes supplement four classes previously in operation for brain-injured children. The emphasis of this program is on "educational prescription" and individualized curriculum and instruction for each student. Other personnel serving the special education program include psychologists, speech therapists, itinerant teachers for blind and partially sighted children, a supervisor of a work-study program, noncertificated teacher aides, essential secretarial and clerical assistance, and professional direction and supervision of the entire program area. A special summer and 1966-67 school year project is in progress to train 30 Behavior Specialists (experienced classroom teachers). The program's goal is early identification and diagnosis of learning and behavior problems so that early remedial action can be taken--preferably at the home school.

Curriculum Development

Program includes a curriculum materials center with a library of films and video-tapes along with materials production staff and equipment. Much of the program is incorporated in service development programs for teachers and administrators. Currently the educational TV libraries and mobile production units are being expanded. One special project now under way ($40,000 in 1966-67 operating budget) involves selected teachers from 17 local school districts for developing specific procedures and processes by which learning theory and principles can more readily be implemented in classroom practice. Another special curriculum project is the development of instructional units to be stored in the computer for teacher use. Based on sound curriculum principles, these units may include computer-assisted instructional topics where applicable.

Educational Data Processing

This program serves all local districts in the service area as well as eight additional districts outside. Participating districts are located in six separate counties. The pupil population base is slightly more than 100,000. The 1966-67 operational budget for this program will exceed $250,000. Present operations include preparation of payrolls, appropriation accounting, census, report cards, attendance, and student scheduling. The Model 1440 computer now housed at the center will be replaced early in 1967 with a Model 30, 3 drive, 65K storage capacity computer. Sub-centers are planned or operational with basic record equipment; remote terminals are not presently in operation, but model centers are planned for the 1967-68 school year. Current emphasis is on perfecting procedures for present applications, the transition of these procedures to advanced system equipment, and the development of 25 computer-based teaching units.

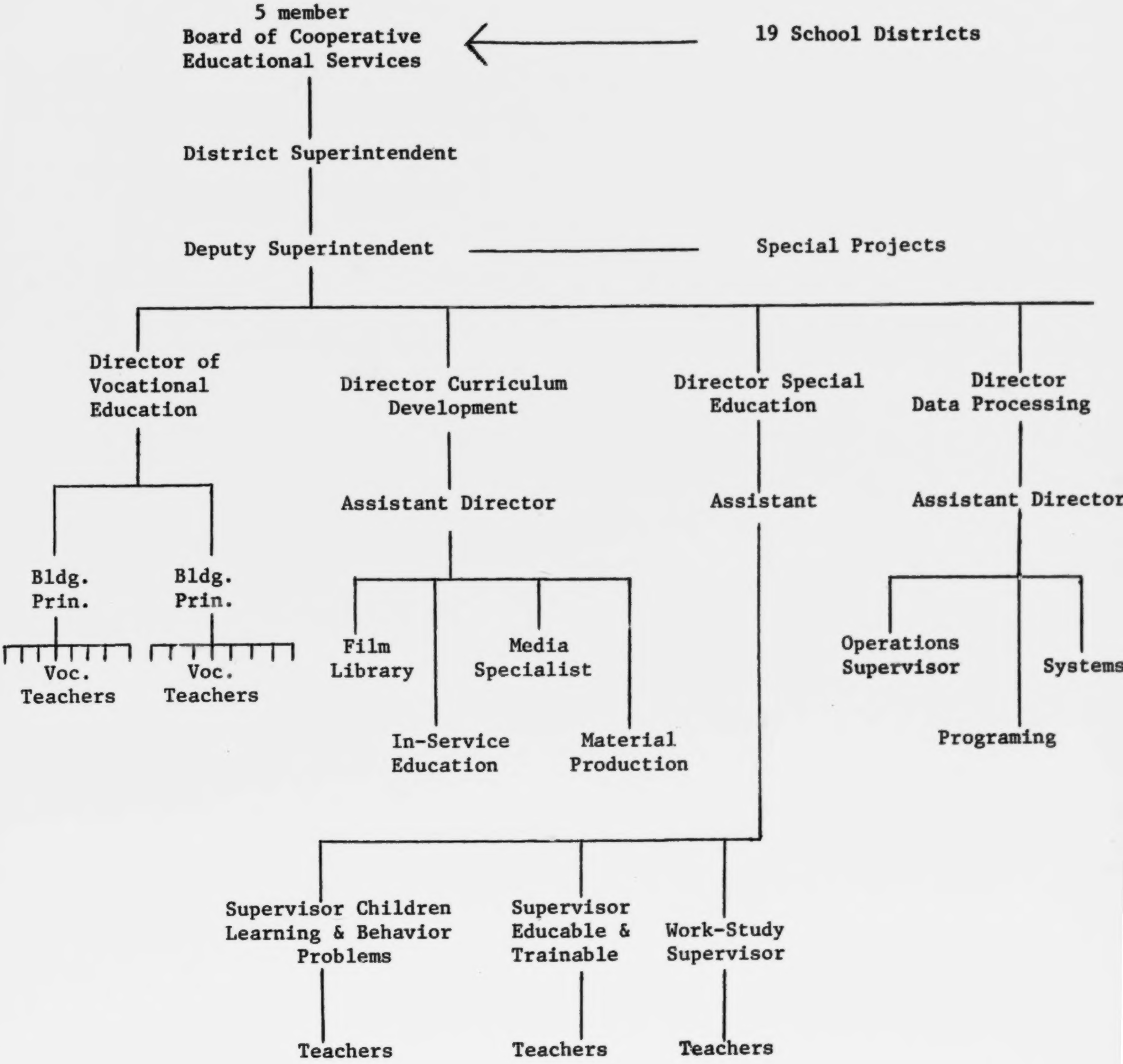
Shared Teaching

A program in which special teachers and educational specialists serve more than one local school district. The personnel involved are employed, scheduled, and coordinated by the regional agency. Currently the staff of this program serve eight separate local districts in these areas: art, music, attendance, audiometer testing, nursing, dental hygiene, and clinical stenography.

Transportation

Operates a fleet of school buses and contracts for the additional buses required for transporting handicapped students and those who attend the area vocational centers. This transportation is directed and coordinated by the regional agency for all school districts in the service area.

First Supervisory District, Erie County, N.Y.


5 member
Board of Cooperative
Educational Services
19 School Districts
District Superintendent
Deputy Superintendent
Special Projects
Director of
Vocational
Education
Director Curriculum
Development
Director Special
Education
Director
Data Processing
Assistant Director
Assistant
Assistant Director
Bldg.
Prin.
Bldg.
Prin.
Voc.
Teachers
Voc.
Teachers
Film
Library
Media
Specialist
In-Service
Education
Material
Production
Operations
Supervisor
Systems
Programing
Supervisor Children
Learning & Behavior
Problems
Supervisor
Educable &
Trainable
Work-Study
Supervisor
Teachers
Teachers
Teachers

Prototype No. 2

Bucks County Public Schools - Pennsylvania

Prototype No. 2: Bucks County Public Schools
Administration Building, Court House
Doylestown, Pennsylvania 18901

One of Pennsylvania's sixty-six county intermediate unit agencies. Proposals now developing in the state may well bring about merger of many of these currently operating units into multi-county service agencies.

Regional Area:

Includes all the territory of the county and its 13 separate local school districts (operating 30 high schools) enrolling approximately 82,000 public school pupils. All local districts in the county are served by the agency. The area also includes 33 elementary and 7 secondary private and parochial schools serving approximately 23,000 additional pupils and a four-year college and a community college.

Organization and Operation:

Has a lay board of education, elected on a nonpartisan basis by the members of local school district boards of education. Only members of a local district board are eligible to be members of the county board. Agency receives state financial support and payment for services provided to local school districts; does not have tax levying authority. Board appoints superintendent and staff and sets salaries. Operation is housed in part of multi-purpose county administration building; board does not have authority to build, purchase or own physical facilities. Local districts participate in planning and determination of service programs; have freedom to decide whether or not they will use any, some, or all of the services provided by the regional agency.

General Description:

The county office exists primarily to furnish services for its constituent school districts. These services are developed according to the educational needs of the pupils and schools served by the county office. Several sources of funds assist the county office in providing these services: state support of administrative and designated professional salaries and special pupil services; county support of clerical and noncertificated personnel salaries and office rental and operation; local school district support of administrative and other professional salaries and service activities such as the Instructional Material Center and the Child Development Center.

The Curriculum and Instruction Division serves the local districts in the following ways: (1) assisting in instruction and curriculum development; (2) planning and conducting pilot projects to determine promising innovational practices; (3) planning inservice educational programs for both professional and nonprofessional personnel; (4) providing instructional media services; (5) conducting, on request of constituent school districts, surveys and evaluations, and making recommendations for improving the school program; (6) designing and conducting educational research; (7) providing liaison with post-secondary programs such continuing education, retraining, thirteenth and fourteenth year vocational technical activities, community colleges, and four-year colleges and graduate activities; (8) coordinating, planning and/or providing assistance in the development of projects supported by the federal government; and (9) assisting in the development of educational programs supported by departments of state government other than the Department of Public Instruction.

An important department of the Curriculum and Instruction Division is the Department of Vocational, Technical, Occupational, and Continuing Education. This Department is concerned with serving school districts in the following ways: (1) coordinating and evaluating vocational and technical education programs within the county; (2) conducting studies and surveys of current and projected employment needs and opportunities; (3) encouraging the maintenance, extension, and improvement of existing programs and the development of new programs of vocational and technical education; (4) assisting in the development of research, demonstration, and experimental programs; (5) entering into cooperative arrangements with other agencies, institutions, and organizations to meet vocational and technical education needs which cannot be satisfied by regular programs and plans; (6) providing inservice education programs to improve the work of present vocational and technical teachers; and (7) providing consultative service in the construction of area vocational education schools.

The Special Pupil Services Division provides the following services for local districts: (1) providing, maintaining, administering, advising, and operating schools, classes, and service programs for exceptional children in accordance with the county office plan for special education which allows for services offered within school districts as well as those services and programs offered at the county level; (2) establishing liaison with private and public social agencies and state and federal government in matters pertaining to the education of exceptional children; (3) coordinating and/or operating educational programs for parents of exceptional children and youth; (4) planning and operating inservice educational programs for parents of exceptional children and youth; (5) conducting research to improve programs for exceptional children and youth.

The Bucks County Youth Corps, a department of the Special Pupil Services Division, performs another of the special pupil services made available to the 13 district services in Bucks County. The contract with the U.S. Department of Labor and the Bucks County Board of School Directors makes available sufficient funds to provide a program of counseling and work experience for youths from disadvantaged families in Bucks County. At present there are 220 young people being served throughout the county. They are working an average of 10 hours per week in nonprofit and governmental agencies such as hospitals, municipal government offices, schools, libraries, and welfare agencies.

Two line divisions — Management, and Curriculum and Instruction — are coordinated by assistant county superintendents of schools. The Special Pupil Services Division is coordinated by a supervisor of special education. The coordinators of each of the line and staff divisions meet bimonthly as a cabinet with the county superintendent of schools. The county superintendent also meets once each month with all administrative heads of divisions and departments.

The county superintendent of schools reports directly to the Bucks County Board of School Directors. The County Board is composed of nine voting members and four nonvoting members; thus each of the 13 constituent school districts of the county participates in the county office operations. The County Board has the power to approve the budget of the county office and to appoint assistant county superintendents and other professional and nonprofessional employees.

Specific Service Programs:

Research and Planning

Provides assistance to local school districts in developing, conducting, and evaluating research projects and pilot programs. Also assists and/or administers regional research efforts, currently including a larger-than-county (a 36-school-district area enrolling in excess of 200,000 students) planning project under Title III of P.L. 89-10.

Management Services

Consultant services are provided to local school districts on request: on the design, construction, and renovation of school plant; the conduct of finance and general school administration; financial, statistical, and professional information; and on state and federal legislation and regulations. Inservice programs for school board members, local district administrators, and nonprofessional personnel are also planned and operated.

Curricular and Instructional Services

Provides a staff of curriculum specialists at both elementary and secondary levels, in vocational, technical, occupational, and continuing education and in subject fields to assist local district personnel as follows: planning and conducting pilot projects to determine promising innovational practices; planning inservice educational programs for both professional and nonprofessional personnel; providing instructional media services including regular materials delivery to local districts; conducting requested surveys and evaluations directed to program improvement; designing and conducting educational research; providing liaison between the elementary and secondary programs and a variety of post-secondary programs and institutions; coordinating, planning, and assisting the development of projects supported by the federal government; and developing educational programs supported by departments of state government other than the Department of Public Instruction.

Special Pupil Services

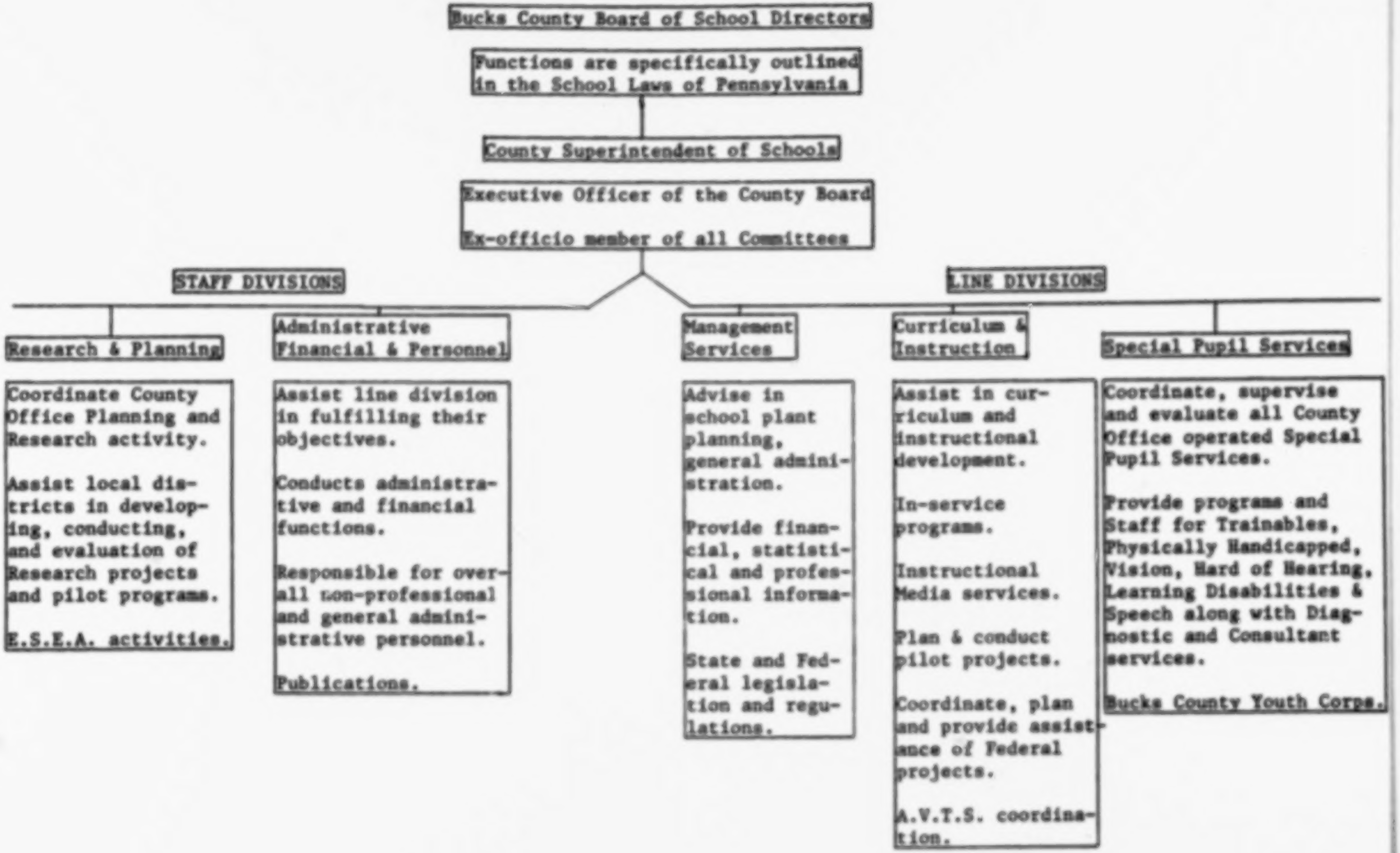
Operates, coordinates, supervises, and evaluates classes and programs for mentally retarded (trainable) children, special classes for severely orthopedically handicapped children, and classes for deaf and hard-of-hearing pupils. Provides clinical (diagnostic and consulting) services on the basis of local district referral and develops curricular prescriptions for individual children having special learning problems. Also provides hearing testing and diagnosis, auditory training, instruction in speech reading, instruction in the use and care of hearing aids, speech correction, and programs for children having learning problems which result from visual difficulties and limitations, brain injury, and emotional disturbance. Counseling with teachers, parents, and administrative personnel is a regular part of the program.

Bucks County Youth Corps

Operates a program which provides counseling and work experience for youths from economically disadvantaged families in the county. Coordinates this program for the area served by the 13 separate local school districts.

Bucks County Public Schools, Doylestown, Penna.

BASIC FUNCTIONAL ORGANIZATION STRUCTURE



Bucks County Board of School Directors

Functions are specifically outlined in the School Laws of Pennsylvania

County Superintendent of Schools

Executive Officer of the County Board

Ex-officio member of all Committees

STAFF DIVISIONS

LINE DIVISIONS

Research & Planning

Coordinate County Office Planning and Research activity.

Assist local districts in developing, conducting, and evaluation of Research projects and pilot programs.

E.S.E.A. activities.

Administrative Financial & Personnel

Assist line division in fulfilling their objectives.

Conducts administrative and financial functions.

Responsible for overall non-professional and general administrative personnel.

Publications.

Management Services

Advise in school plant planning, general administration.

Provide financial, statistical and professional information.

State and Federal legislation and regulations.

Curriculum & Instruction

Assist in curriculum and instructional development.

In-service programs.

Instructional Media services.

Plan & conduct pilot projects.

Coordinate, plan and provide assistance of Federal projects.

A.V.T.S. coordination.

Special Pupil Services

Coordinate, supervise and evaluate all County Office operated Special Pupil Services.

Provide programs and Staff for Trainables, Physically Handicapped, Vision, Hard of Hearing, Learning Disabilities & Speech along with Diagnostic and Consultant services.

Bucks County Youth Corps.

Prototype No. 3

Montgomery County Public Schools - Ohio

Prototype No. 3: **Montgomery County Public Schools**
325 West Second Street
Dayton, Ohio 45402

One of Ohio's 88 county intermediate units. This agency in Ohio has some legally specified administrative and supervisory responsibilities for certain (local) school districts but not for others. Service functions undertaken may be extended to all.

Regional Area:

Ten local school districts in the county (operating 20 secondary schools) having a combined enrollment of 40,800 students are officially part of the county school system. The three independent city districts in the county participate in the regional service program as does one additional local district in an adjoining county. These districts bring the public pupil population of the service area up to 54,166.

Organization and Operation:

Has a five-member lay board of education elected on a nonpartisan basis by the voters of the ten local school districts which comprise the county school system. Agency participates in state foundation program for some financial assistance and receives payment for services provided to local school districts; does not have tax levying authority. Board appoints superintendent and staff and sets salaries. Operation is housed in facilities furnished by county commissioners while most of the equipment has been purchased by the board of education; board does not have authority to build, purchase, or own physical facilities. Local school districts participate in planning regional service programs; the option to participate or not is available only to districts not legally a part of the county school system.

General Description:

The Montgomery County Board of Education maintains offices in the City of Dayton, Ohio, as is prescribed by the Revised Code of the State of Ohio. While its staff carry out the legal requirements made of them by the Revised Code, they also perform many services found in outstanding intermediate units across the nation.

Organically the Montgomery County Board of Education is mandated to effect certain administrative and supervisory functions for ten local school districts in the county. In addition, three city school districts within the county and one local district in an adjoining county purchase, by contract, certain services from this Board.

The County Board of Education must employ a superintendent and an attendance officer and may employ other persons as they are needed. It has adopted policies for the employment of personnel and for procedures to be followed in the day-to-day operation of its offices. A statement in the Board's policy handbook indicates that although the Board is legally responsible for certain administrative aspects of ten local boards of education (nomination of teachers and administrative personnel, certification of staffs, approval of certain formal requests, etc.), major emphasis is on providing services beneficial to its constituent school districts:

> The chief concern...is that the performing of the services and the carrying out of the statutory obligations be done in such a way that the local school districts are constantly strengthened.

The county boards of education in Ohio are fiscally dependent upon the state legislature and the county commissioners and do not have the power to tax. The state legislature in 1955 made it possible for such offices as are operated by the Montgomery County Board of Education to be better supported than in previous years. This legislature mandated that supervisory personnel for the local school districts (not exempted villages or city districts) would be financially supported from state funds only if such persons were employed by a county board of education. In addition, certain personnel in the area of special education (teachers of slow learners, speech and hearing therapists, psychologists) might be assigned to the county board of education offices for state support purposes if such persons had not been employed in the local districts. Financial support from state funds for the above certificated persons is based on their training and the number of months they are employed. The professional staff of the Montgomery County Board of Education has increased since 1956 from 3 persons to 28 persons through such beneficial legislation.

The basic concepts of the Montgomery County Board of Education have been changing in recent years. Except in a few instances, and then only in order to comply with the law, the direct administration of the local schools encompassed by this Board of Education is the responsibility of the administrators in the local school districts. Service is now the key word in the entire operation of the County Board of Education — service to children, parents, teachers, administrators, local boards of education, and the community. The activities mentioned here are only those which cannot be duplicated in the local districts because of the need for economical use of talent and funds. Service will continue to be a prime factor in the planning for the development of any new programs.

Specific Service Programs:

Curricular and Instructional Services

Provides a broad range of specific supervisory activities for eleven school districts in the area including the selection and distribution of teaching materials. Much emphasis is given to continuing inservice development programs for teachers.

Instructional Materials Center

Maintains a library of films and other instructional materials which are booked and delivered on a regular basis to the school districts of the county including three of the independent city school districts. This center has been recently established and is currently experiencing rapid expansion. A satellite distribution center in an adjoining county to serve additional districts is now being planned.

Data Processing Services

Provides machine processing of grade and attendance reports for eleven school districts, the tabulation and analysis of the annual census reports for ten districts, and the preparation of state reports. Underway just over a year, this center is still "tooling up" for service. The recent addition of an optical scanner now permits the center to score and analyze standardized tests. Addition of a computer is being contemplated.

Personnel Services

Assists local school districts in securing qualified certificated personnel by initial screening interviews of possible candidates both on college campuses and in the central office. Also maintains records of all certificated personnel, prepares required state reports, and reviews and recommends applications for certification and certificate renewal.

Research Services

Promotes and directs various research projects related to education in the school districts of Montgomery County in such areas as local financial resources, the state foundation program, salaries, costs, and attendance. Reports contain data useful to all districts in the county.

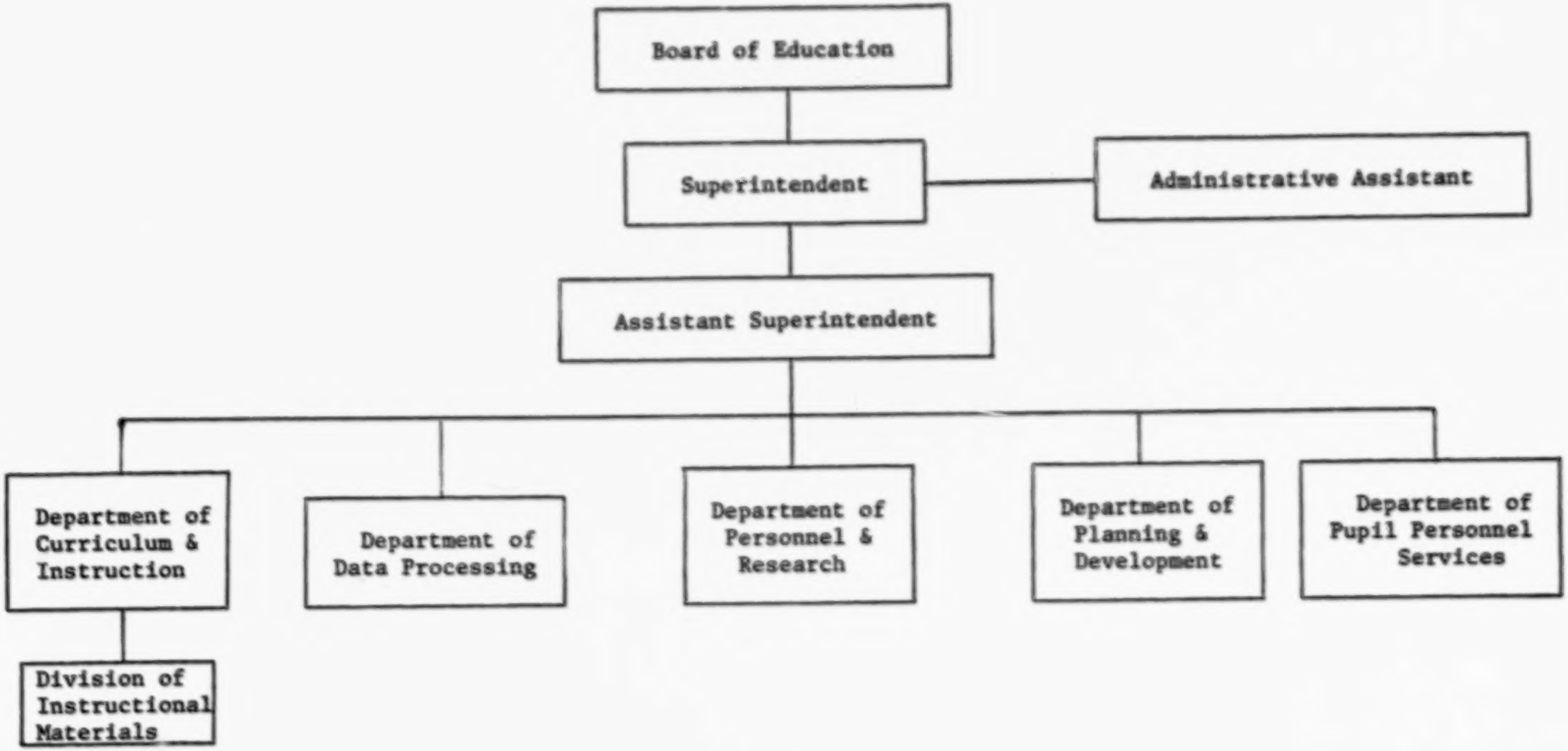
Planning and Development

Provides consultant services to teachers and administrators on matters related to the submission, operation and evaluation of projects funded by government and foundation grants. Also advises on the availability of grants and the purposes for which these funds may be used.

Pupil Personnel Services

Shares with the data processing section responsibility for annual school census and for county-wide attendance reporting and recording. Provides psychological services and coordinates the work of speech therapists and guidance counselors. Provides inservice education programs for these pupil personnel workers and, cooperatively with the County Health Department, for school nurses. Supervises county testing program including scoring, analysis, and interpretation. Also provides liaison between the schools and other community agencies that provide services to children and families.

Montgomery County Public Schools, Dayton, Ohio


Board of Education
Superintendent
Administrative Assistant
Assistant Superintendent
Department of Curriculum & Instruction
Department of Data Processing
Department of Personnel & Research
Department of Planning & Development
Department of Pupil Personnel Services
Division of Instructional Materials

Prototype No. 4

Oakland Schools - Michigan

Prototype No. 4: Oakland Schools
Oakland County Service Center
Campus Drive
Pontiac, Michigan 48053

One of a statewide network of intermediate school districts. While this agency serves a single county, some of its counterparts in other parts of the state serve multi-county areas. The most recent major modification of the intermediate district structure in Michigan was completed in 1964 when all remaining direct ties with other aspects of county government were removed.

Regional Area:

An approximately 900-square-mile area, and consists of 29 independent local school districts in a geography that ranges from highly urban to relatively rural. Of the nearly 250,000 children attending the public and private schools in the county, about 220,000 attend public schools.

Organization and Operation:

Has a five-member board of education made up of laymen nominated by petition and elected by the members of local school district boards. Board is fiscally independent although the total amount of its annual budget must be approved by local school district boards. Board has tax levying authority and is eligible for and receives state financial support. Board is responsible for appointing its superintendent and staff and setting their salaries. Operation is housed in its own separate building; board has authority to build or purchase as well as to lease facilities and can bond itself for capital outlay. Local school district personnel are involved in many aspects of program planning although each district is free to choose which, if any, of the services provided by the regional agency it wants to use in its local area.

General Description:

Oakland Schools, an area education service center, is an Intermediate School District under the laws of the State of Michigan. As a public corporation its constituency covers an area roughly 30 miles by 30 miles, just northeast of the City of Detroit. Each of the 29 local school districts in the regional area is a public corporation with its own board, constituency, and administration. Attendance in the public and private schools of the constituency totals about 250,000 children, of which 220,000 attend public schools, employing 10,000 professional faculty.

The Board of Education, Oakland Schools, is made up of five individuals elected for overlapping six-year terms. Board officers include a president, vice-president, secretary, and treasurer. The secretaryship is held by the superintendent. A department head holds the position of treasurer. The Board exercises certain taxing powers and is a recipient of state, federal, and some local funds for an annual operating revenue of approximately 4 million dollars.

As the board of directors of a public corporation, the Oakland Schools Board of Education can hire and fire, set standards of employment and conditions of work, hold property in its own name, bond itself for capital outlay, and levy taxes for debt retirement and operation. Its actions in all these matters rest upon relationships with its constituent school boards and the voters therein, inasmuch as constituent school boards not only elect the Board of Education but annually sanction its operating budget. All local districts in the area are part of its constituency.

Operating under the Board of Education are a superintendent and a deputy superintendent who have reporting to them at their level an administrative assistant, a public information person, an assistant superintendent for state and federal relationships, and a small research department. At the operational level are four department heads each of whom reports directly to the superintendent: a director of instruction, a director of special education, a director of administration and law enforcement, and a director of data processing.

The Department of Instruction includes the reading clinic, the library, measurements and guidance, federal projects, and subject matter specialists. Under Special Education are speech, hearing, psychological and vocational rehabilitation clinics, plus specialists in the various special education fields. In the Department of Administration and Law Enforcement are persons responsible for the teacher licensing code, child accounting code, financial accounting code, school lunch code, transportation code, and the internal business office.

Data processing is maintained at local option. Presently a very good second-generation computer system is being employed which is backed up by a good optical scanner, the usual input and output hardware, and an operational staff, programing staff, and a substantial advanced systems staff. A comprehensive third-generation teleprocessing system will be in operation in 15 months.

The product mix of Oakland Schools is typical of that of a mature, metropolitan regional service center. Its clinics are staffed with directors having doctorates and clinicians having either doctorates or other advanced graduate training. Clinical practice is restricted to those students of the constituency requiring a very high order of attention. Consultants and subject matter specialists in most instances have doctorates in their own specialties or advanced graduate preparation and extensive experience. There are no generalists on the staff. Consultation in the various specialties is available for staff development and curriculum development work in local districts, all of which have curriculum generalists on their own staffs.

Although the Department of Administration and Law Enforcement does perform law enforcement functions on behalf of the state, more than two-thirds of the staff of that department engage in demonstration and inservice education activity before the fact of law enforcement, so that situations as to irregularity are held to an insignificant minimum.

Except in the instances of law enforcement and certain ministerial functions with regard to reporting, all services are available to the constituency at its option. None of the constituents is obliged to use any given service at any given time.

Because it operates in a metropolitan situation where its constituents are well organized, well staffed, and well administered, it is incumbent on Oakland Schools to attend in some unusual ways to its own staffing. To this end staffing is done entirely on a highly specialized basis; for example, the director of mathematics happens to be a mathematician and has a doctorate exphasizing mathematics education. Most department heads and staff specialists were initially recruited from university faculties. Most staff members having a doctorate maintain summer or Saturday connections with major universities as part-time staff members.

Specific Service Programs:

Curriculum Development

Provides a team of specialists in specific curriculum areas: mathematics, science, English, language arts, social studies, reading, and vocational education. These specialists are continuously involved in the improvement of instructional practice through regularly scheduled inservice staff development programs with teachers and local school district administrative and supervisory personnel, consultative assistance in local district curriculum revision efforts, consultation with individual teachers, the development of pilot and demonstration projects and programs emphasizing approaches to instruction and curriculum content emphases. A specific practicum has been developed for local district teachers of economically disadvantaged children. The team of specific subject area specialists also support other service agency functions when related to their area of specialization and assist personnel of nonpublic schools.

Reading Clinic

Operates and staffs a clinical facility in reading which serves children from local school districts in two separate ways. Children who are reading substantially below grade level are enrolled in the clinic for diagnosis and remedial instruction. Other children are given extensive diagnostic testing, and recommendations for remedial work are made to their schools. Consultant services, opportunities for observation, and guidance are provided for local teachers. Also part of the clinical operation is opportunity for teachers to serve a full semester as an intern in the reading clinic, helping them qualify as reading specialists. As many as eight reading specialists a year are qualified for their new positions through this carefully supervised program.

Measurements and Guidance Services

Assists in the administration of a comprehensive range of standardized intelligence, achievement, and aptitude tests throughout the regional service area. The specific tests administered are selected by each local district. The regional agency furnishes tests, answer materials, and computer processing of the test results.

State and Federal Relations

Provides consultant services to local districts in relation to special programs and projects -- planning, development, regulations and guidelines, and operation. Provides regular and up-to-date information regarding the progress of proposed legislation, amendments to existing legislation, and changes in administrative regulations and emphases.

Library Service

Operates a comprehensive library of professional materials for use by local school district and regional agency personnel. The library staff currently has in progress a special research project in the area of educational media and their potential for local district programs and the regional agency.

Administrative Services

Provides a number of services related to local school districts and their personnel as required by law or as developed because of the efficiency of regional management. These include processing the certification and certificate renewal of teachers and other personnel, child accounting, financial audits, providing consultative help for local district administrators, providing basic and comparative statistical data on school district operation, and other programs separately identified.

School Lunch Services

Provides school food services consultants who assist local school districts in the planning and management of school lunch facilities, conduct regular training and inservice education programs for school food service personnel, and administer a cooperative (multi-district) purchasing program for certain types of food items.

Pupil Transportation Services

Provides consultants who work with local school district personnel in planning school bus routes and schedules, utilization of equipment, vehicle maintenance, and other aspects of transportation operations which serve both public and nonpublic schools. Conducts regular training programs for school bus drivers and assists local district personnel in operational supervision. Coordinates the cooperative purchasing of vehicle components as well as the transportation of certain types of special education students to schools or classes designed for their particular learning needs.

Data Processing Services

Operates a computer center which assists local school districts in such operations as accounting and payrolls (including check writing), inventories, library inventories and purchasing, attendance and pupil accounting, student scheduling, student progress reporting, and test scoring and analysis. All original records are initiated by local school districts. Currently an advanced systems staff is in the planning and programing stages for a data processing program which will serve local school districts through terminal input/output devices connected to a third-generation computer by telephone lines. This teleprocessing development is expected to become operational in 1968.

Speech and Hearing Clinic

Operates a clinical facility approved by the Speech and Hearing Association and staffed with a speech pathologist, audiologists, social workers, and therapists. The clinic is equipped to provide intensive diagnostic analysis for children with severe problems, consult with local district speech and hearing personnel and parents, demonstrate corrective approaches, and to provide follow-up programs of therapy with individual children. Program includes a language development program for preschool children (three- and four-year-olds) who do not talk and an intensive corrective program for kindergarten and first-grade children having articulation problems. The clinic is also a source of inservice development and professional assistance for more than one hundred speech correctionists employed by the thirty local school districts in the county.

Diagnostic Psychological Services

Operates a psychological clinic which can bring together the professional skills of medical, psychological, and educational specialists with respect to the special problems of individual children. The clinical staff serve also as the resource people for the visiting teachers and teachers in the Adjusted Study classrooms. The Adjusted Study classes operated both for boys and for girls enroll children (ages 9 to 14) who have a history of chronic behavior disorder.

Special Education Services

Provides a broad range of specialists who coordinate their efforts with a comprehensive special education program available to every local district in the county. This staff includes teachers for homebound and hospitalized children, a consultant for programs for emotionally disturbed, counselors for physically handicapped, a consultant for programs involving children with minimal brain damage, personnel including paraprofessionals for programs for the mentally handicapped including a school for trainables. The agency also employs a staff to operate a vocational rehabilation clinic. The population of local school districts permits most of the special education classes to be located in district schools so children can be kept near home. Where this is not possible, children are transported to the nearest special room that meets their needs. The cost of special education personnel and special education facilities incurred by local districts is reimbursed from state subsidies and from the special education tax levied by the regional agency.

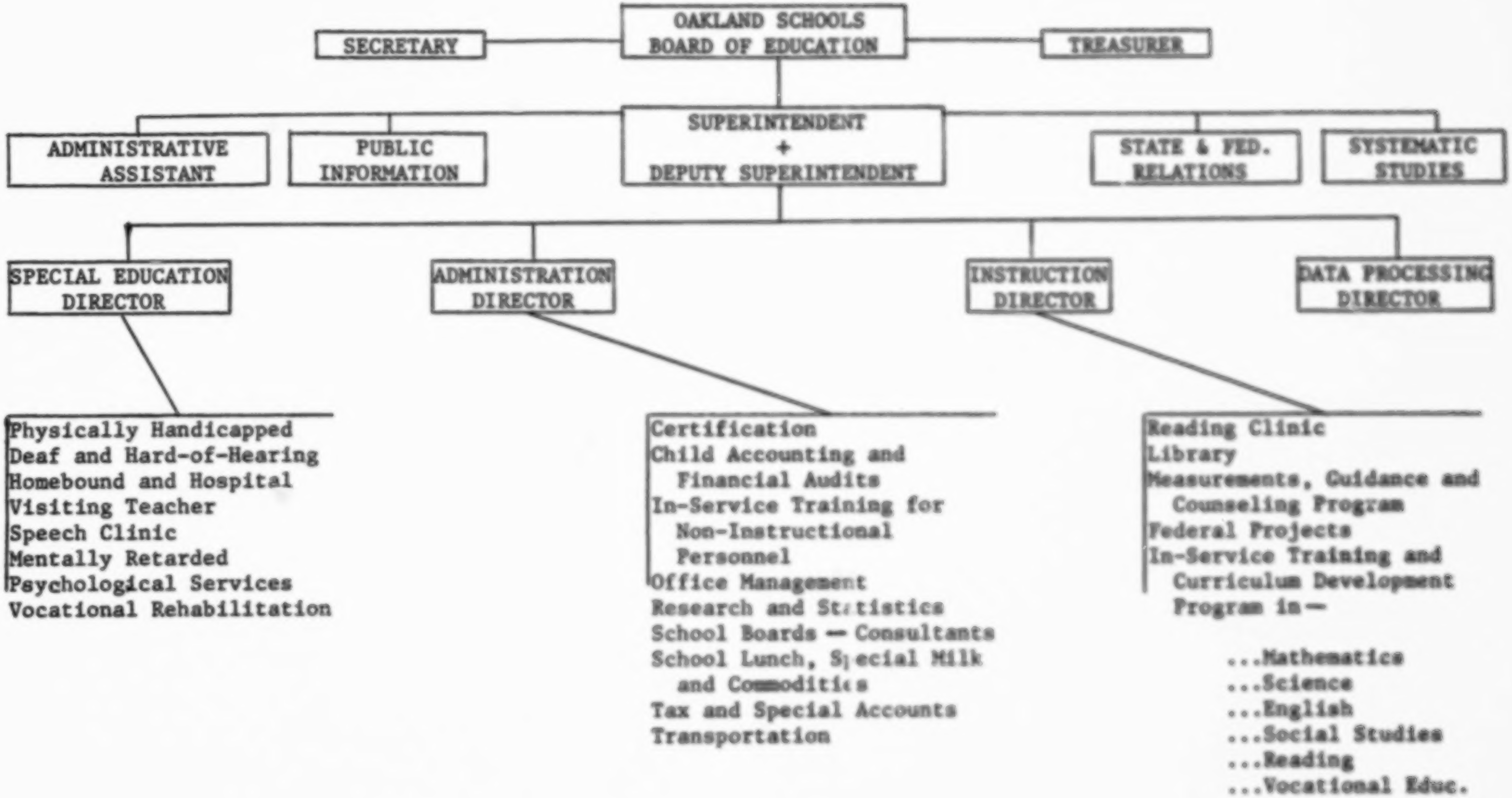
Systematic Studies

Provides a staff who are specialists in the design and conduct of research. Research teams collaborate with local district personnel to compare statistically and objectively differing methods and materials used in various subject areas and grade levels and institute curriculum changes with confidence. Computer analysis permits determination of the system preferable for children having certain characteristics and the approach most effective at specific grade levels.

Oakland Schools, Pontiac, Michigan

ORGANIZATIONAL

"FLOW CHART"


OAKLAND SCHOOLS BOARD OF EDUCATION
SECRETARY
TREASURER
SUPERINTENDENT + DEPUTY SUPERINTENDENT
ADMINISTRATIVE ASSISTANT
PUBLIC INFORMATION
STATE & FED. RELATIONS
SYSTEMATIC STUDIES
SPECIAL EDUCATION DIRECTOR
ADMINISTRATION DIRECTOR
INSTRUCTION DIRECTOR
DATA PROCESSING DIRECTOR
Physically Handicapped
Deaf and Hard-of-Hearing
Homebound and Hospital
Visiting Teacher
Speech Clinic
Mentally Retarded
Psychological Services
Vocational Rehabilitation
Certification
Child Accounting and Financial Audits
In-Service Training for Non-Instructional Personnel
Office Management
Research and Statistics
School Boards — Consultants
School Lunch, Special Milk and Commodities
Tax and Special Accounts
Transportation
Reading Clinic
Library
Measurements, Guidance and Counseling Program
Federal Projects
In-Service Training and Curriculum Development Program in —
...Mathematics
...Science
...English
...Social Studies
...Reading
...Vocational Educ.

Prototype No. 5

Cooperative Educational Service Agency No. 18 - Wisconsin

Prototype No. 5: Cooperative Educational Service Agency 18
35-38 Commerce Building
124 Commerce Street
Burlington, Wisconsin 53105

One of Wisconsin's 19 regional service agencies which were established in 1965 as a type of intermediate unit agency. These agencies came into being through legislation which at the same time abolished the county superintendent of schools, which had functioned in the state for many years.

Regional Area:

Consists of 50 local school districts in what approximates the area of three counties although its boundaries do not conform to county lines. The school districts in the area enroll 70,670 pupils.

Organization and Operation:

Has an 11-member lay board of education elected by the school board members of all the constituent districts in the service areas. All members of this Board of Control serve at the same time as a member of a local district board. Agency receives a fixed amount ($29,000) of state subsidy; all other funds for operations come through contracts with local districts in the area for services provided. Board appoints administrator (Coordinator) and staff. The administrator's salary (minimum and maximum) is specified by law. Agency functions are limited to the operation of interdistrict service programs planned and developed cooperatively by the agency and local districts.

General Description:

Wisconsin created a statewide network of 19 Cooperative Educational Service Agencies (CESA) in 1964. They became operational on July 1, 1965, the date on which the office of county superintendent of schools passed out of existence. All territory in the State of Wisconsin is included in one of the existing agencies.

The new Agency, CESA, is governed by a Board of Control consisting of not more than 11 school board members who are chosen by the school boards within the Agency. When more than 11 school districts are involved the school boards develop a plan for choosing the members of the Board of Control. The annual meeting for this purpose, known as the Delegate Assembly Convention, is held in August. The chief administrator of the CESA is known as the Coordinator. He is appointed by and subject to the Board of Control. The statutory salary limit for this office is in a range from $10,500 to $13,500. The Coordinator may be appointed for a term of three years.

The Agency receives annually $29,000 in state support. These funds are designated to finance the salary of the Coordinator, the secretarial-clerical staff, rental of office space, equipment, and the like. None of the state support money is to be used to defray expenses of direct service to schools. All finances other than the state aid to be used in the operation of the Agency must be derived from agreements or contracts made by the Board of Control with the school districts to whom requested services are provided.

The chief administrator of each of the districts within the boundaries of a CESA is statutorily a member of an advisory council, which advises the Board of Control and Coordinator. Hence the school district administrators play a vital role in working with their respective boards in determining what specialized services they feel can be performed best and most economically through the Agency. The Wisconsin CESA operates without taxing power. No school district can be threatened of loss of state aid based on a refusal of its board to enter into service contracts with the Agency.

The purpose of the CESA concept in Wisconsin is set forth in Chapter 565 as follows: "The organization of school districts in Wisconsin is such that there is a recognized need for some type of a service unit between the local district and state superintendent level. There is hereby created such units designed to serve educational needs in all areas of Wisconsin. Such cooperative educational service agencies are created by the state as a convenience for local districts in cooperatively providing special educational services to teachers, students, school boards, administrators, and others and may include, but is not restricted because of enumeration, such programs of research; special student classes; data collection, processing, and dissemination; inservice programs; and liaison between the state and local school districts."

Specific Service Programs:

Psychological Services

Nine local school districts with a combined enrollment of 7,575 pupils share the services of a school psychologist. The program consists largely of diagnostic testing and consultant services to teachers and guidance counselors.

Remedial Reading

Nine local school districts with a combined enrollment of 7,575 pupils share the services of a remedial reading specialist who provides demonstration teaching and assists local district teachers with materials selection and methods.

Speech Therapy

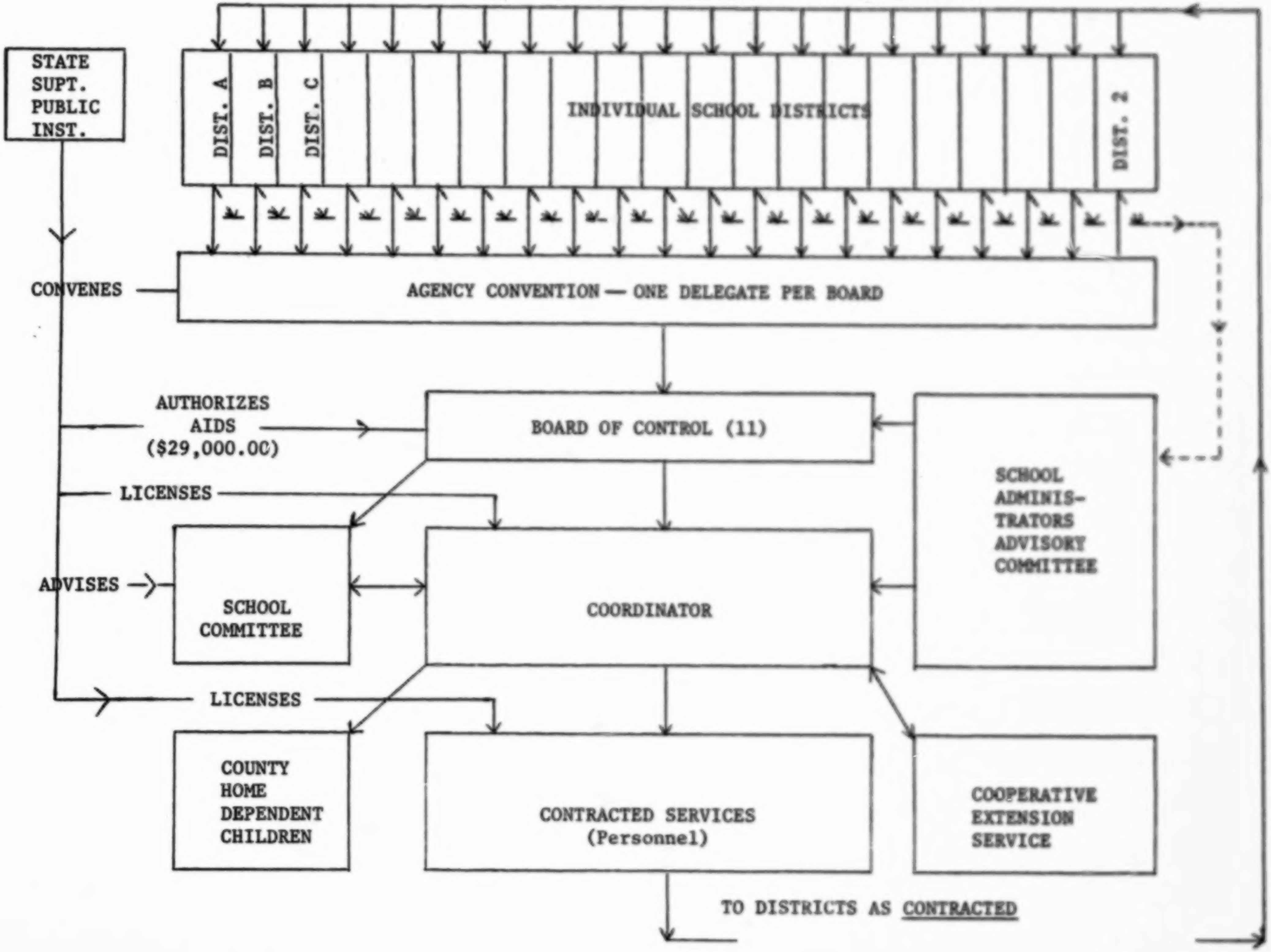
Six local school districts with a combined enrollment of 1,034 pupils share the services of three speech therapists who work directly with children and consult with parents and teachers regarding the speech correction program for each child.

Itinerant Teacher Services

Provides a staff of teachers who operate among local districts on an itinerant basis in Spanish as a modern foreign language, physical fitness, art, and music. The number of local districts and combined enrollment of the districts served by these itinerant teachers is as follows: Spanish -- 4 (1,170); physical fitness -- 6 (1,034); music -- 4 (1,947); and art -- 6 (2,315).

Cooperative Education Service Agency No. 18, Burlington, Wisconsin

FLOW CHART — COOPERATIVE EDUCATIONAL SERVICE AGENCY


STATE SUPT. PUBLIC INST.
DIST. A
DIST. B
DIST. C
INDIVIDUAL SCHOOL DISTRICTS
DIST. 2
CONVENES
AGENCY CONVENTION — ONE DELEGATE PER BOARD
AUTHORIZES AIDS ($29,000.00)
BOARD OF CONTROL (11)
LICENSES
SCHOOL ADMINIS-TRATORS ADVISORY COMMITTEE
ADVISES
SCHOOL COMMITTEE
COORDINATOR
LICENSES
COUNTY HOME DEPENDENT CHILDREN
CONTRACTED SERVICES (Personnel)
COOPERATIVE EXTENSION SERVICE
TO DISTRICTS AS CONTRACTED

Prototype No. 6

Muscatine-Scott County School System - Iowa

Prototype No. 6: Muscatine - Scott County School System
Scott County Court House
Davenport, Iowa 52801

One of a statewide network of intermediate unit agencies operating in Iowa under one of three permissive organizational patterns. This agency was the first (and as of January 1, 1967, the only) agency in which two (or more) former county school systems are completely merged into a single multi-county school corporation.

Regional Area:

Consists of two counties embracing 22 separate local school districts and a total of approximately 60,000 public school children. The regional agency has both legal responsibilities and service functions for all local districts in the area.

Organization and Operation:

Has a seven-member board of education made up of laymen elected at large on a nonpartisan basis. Board is fiscally independent, has tax levying authority, and is eligible for and receives state financial support. Board is responsible for appointing its superintendent and staff and setting their salaries. Operation is housed in part in county operated facilities and in part in supplementary facilities leased by the agency board. Local school district personnel are involved in many aspects of program planning and development.

General Description:

The Muscatine-Scott County School System is a new regional service agency in the sense it has existed in its present form only since July 1966. At the same time it is an old agency given new form as a result of a series of modifications. It can also be viewed as still in a state of becoming as further change might be anticipated.

The traditional county intermediate unit structure in Iowa was that of an elected officer, the county superintendent of schools, who performed a number of legally prescribed duties. Most of these duties involved administrative responsibilities for the large number of small school districts that existed throughout the state. The first major modification of this statewide system came in 1947. In that year a new type of intermediate unit was created, a statewide network of county school systems. Each county school system included all the local school districts in each county. Each county school system was governed by a fiscally independent county board of education to whom responsibility for appointing its administrative officer and tax levying authority for the support of interdistrict service programs was granted.

In some Iowa counties including Scott, substantial service programs were developed under this county school system structure. In others of the state's 99 counties, the population base was too small for service programs of much significance to become a reality. A series of statewide studies pointed out the need for further modifications, and statutory modifications were enacted on a permissive basis. The first permitted two or more county boards of education to jointly employ the same county school superintendent to administer the service programs for the multi-county area. A number of such joint multi-county and multi-board operations have been established. A more recent modification enacted in 1965 contemplated the ultimate development of 16 intermediate districts for the state and provided legal machinery for the merging of counties into a single operation under one multi-county board of education. Scott County and Muscatine County were the first to take advantage of the new law. Their merger was approved in July 1966 and the new multi-county agency has existed only since that date.

The present operation of the Muscatine-Scott County School System demonstrates the adjustments necessary when an agency providing many types of specialized service and one with a considerably smaller program are merged. The hope of all is that all of the services previously provided in either will automatically be available for both and that the program will immediately be expanded beyond what previously had been available. New relationships, the consolidation and expansion of staff and facilities, and other aspects of program operational adjustment constitute a time-consuming process.

There is some room to speculate about the transitory nature of even the present merged area. The statewide master plan includes a third county in this regional service area. Some consideration of the three-county merger was given before the merger of July 1966 was proposed for referendum. How soon the third county might elect to join the merger, if indeed it decides at all, is a matter for the future to determine.

Specific Service Programs:

Special Education Services

Operates a comprehensive program for exceptional children including psychological service, a program in hearing conservation, speech therapy, programs for physically handicapped children, classes for mentally retarded (both educable and trainable classes), instruction for homebound, and school social work services. Operates a special school for preschool-age children who are handicapped by cerebral palsy or are otherwise neurologically impaired. This program includes physical therapy and speech service. The school also enrolls older children with special learning disorders and brain damage. A special program for blind children teaches them Braille and adapts regular instructional materials for Braille so that both elementary and secondary school blind children can be taught in regular classrooms with other children. The agency also furnishes and coordinates the transportation necessary for all special education children for attendance at the special school or at special classes conducted in local district facilities. A part of the total special education service is in the area of inservice education programs for local district teachers and administrators.

Curricular and Instructional Services

Provides curriculum consultants to work with local teacher groups in curriculum development programs and in inservice education. The consultant team includes specialists in reading, in early elementary education, and in specific subject areas as requested. In addition to the regular members of the instructional services staff, outside consultants are brought in by the agency for special assignments and to work with groups in specific curricular areas.

Instructional Materials Center

Operates a center which handles the booking and delivery of films, supplementary textbooks, and other curriculum materials. The agency has also been assigned responsibility as a depository and distribution center for ESEA Title II materials and is now in the process of developing a program which will handle the processing and distribution of 100,000 library books and some 2,500 films to the public and nonpublic schools in a three-county area.

Pupil Testing Services

Provides standardized test materials and scoring and analysis services for all local districts in the area. Test scoring and analysis are handled by the agency's data processing unit or, in the case of the Iowa Test of Basic Skills and the Iowa Test of Educational Development, processing is handled by the test makers at the state university. The agency underwrites the cost of the testing service although each local school district selects the particular tests administered to the pupils of their constituency. Consultant services on the utilization of test data and analysis are also provided.

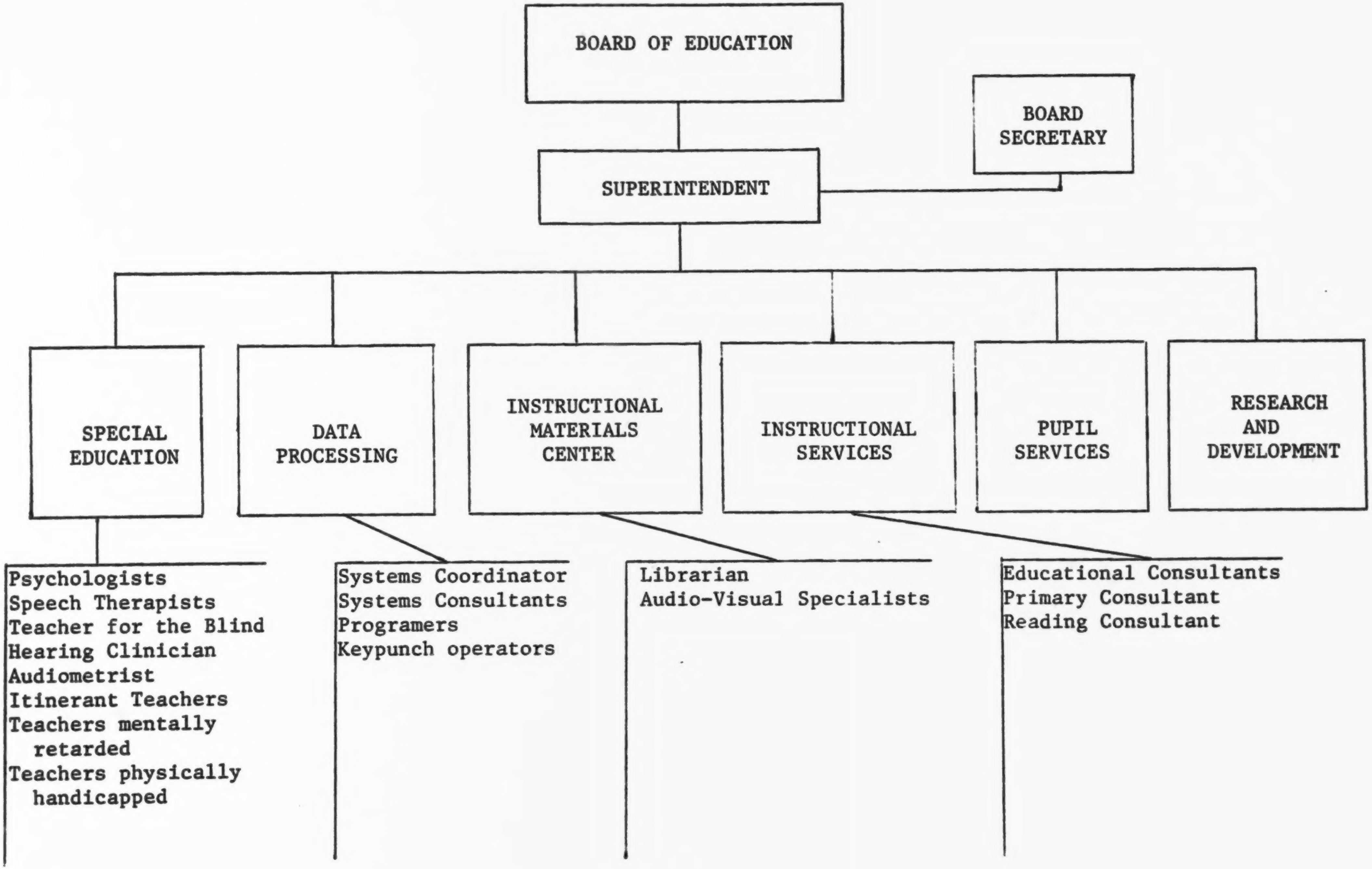
Data Processing Center

Operates a data processing operation which currently is limited to applications for attendance records, inventories, payrolls, test scoring and analysis, pupil scheduling, and grade reporting. The center has recently expanded its operation through an operational grant under ESEA Title III and is in the process of developing a total information system for a three-county regional area. The applications contemplated in this expansion include an integrated information file of data on pupils, curriculum, staff, finance, and facilities; unit cost accounting on a district, building, and program area basis; a perpetual census system; transportation accounting; school lunch information system; computer assisted instruction; and a school library and audio-visual materials circulation and reference system.

Research and Development Services

Provides research information, assists in the development of projects and proposals, and furnishes information and consultant help with respect to existing and proposed legislation (both state and federal).

Muscatine-Scott County School System, Davenport, Iowa


BOARD OF EDUCATION
BOARD SECRETARY
SUPERINTENDENT
SPECIAL EDUCATION
DATA PROCESSING
INSTRUCTIONAL MATERIALS CENTER
INSTRUCTIONAL SERVICES
PUPIL SERVICES
RESEARCH AND DEVELOPMENT
Psychologists
Speech Therapists
Teacher for the Blind
Hearing Clinician
Audiometrist
Itinerant Teachers
Teachers mentally retarded
Teachers physically handicapped
Systems Coordinator
Systems Consultants
Programers
Keypunch operators
Librarian
Audio-Visual Specialists
Educational Consultants
Primary Consultant
Reading Consultant

Prototype No. 7

Harris County Department of Education - Texas

Prototype No. 7: Harris County Department of Education

6515 Irvington Boulevard
Houston, Texas 77022

One of the several types of intermediate unit agencies which operate for most of the 254 counties of Texas. This agency is one of four operating under laws which permit the county board of school trustees to appoint its superintendent. In all other counties the county school superintendent is elected on a nonpartisan basis or the official county education functions are assigned to the county judge.

Regional Area:

Consists of 20 independent local school districts having a combined enrollment of 368,976 public school pupils. These local districts operate 63 secondary schools. All local districts in the county except the Houston City Schools receive services from the regional agency.

Organization and Operation:

Has a five-member county board of trustees made up of laymen who are elected on a nonpartisan basis. Board of trustees is fiscally independent, has tax levying authority, and is eligible for and receives some state financial support. Board is responsible for appointing its superintendent and staff and for setting their salaries.

General Description:

The Harris County Department of Education came into being in 1889 with the creation of the office of county superintendent of schools. During its early years of operation, functions were largely limited to administering some 40 common school districts and performing other statutory duties of the office. Soon after 1925, the process of consolidating common school districts into independent school districts began and with it came a phasing out of the county superintendent's administrative responsibilities.

Since 1935 the emphasis in Harris County has been on the "equalization of educational opportunity." In that year the citizens of the county voted affirmatively on a tax of one cent per $100 valuation for this purpose. For a number of years the county's board of trustees considered "grants in aid" to supposedly needy districts as the best method of equalizing educational opportunities throughout the county. In 1961, at the request of the superintendents of the county, a program of regional services was begun. This program has expanded with each year of operation and currently involves an annual budget of approximately $300,000. The county's tax funds are supplemented by funds received from both state and federal sources and from local school districts as payment for certain of the services offered.

Specific Service Programs:

Administrative Responsibilities and Services

Agency has statutory responsibilities for the approval of local school district bus routes and the purchase of school buses and tires, for the registration of teacher certificates, issuance of time warrants by districts, approval of transfers of students between districts, and the administration of school district boundary adjustments, school census, and the county's available fund.

Curriculum and Instructional Services

Provides elementary education specialists who work with the teachers and administrators of ten local school districts on a request basis. Most of these school systems are small and otherwise do not have access to such help. Services consist of consultation with individual teachers and teacher groups on curriculum study, methods of teaching, and general classroom procedure as well as assistance in testing programs and coordinating instructional services. Provides inservice education programs for teachers prior to the opening of school which involve agency staff and outside consultants. Also currently operating a planning project under ESEA Title III in the general area of staff development.

Attendance Officer

Provides an attendance officer whose services are shared by 12 smaller school districts. This service includes home visitation for chronic absentees and other activities related to school attendance.

School Nursing Service

Provides an itinerant school nurse whose services are shared by four local school districts who would otherwise be without such service.

Psychological Service Center

Provides full-time psychological and part-time psychiatric services for work with children having emotional and/or special learning problems. The psychiatrist also conducts two seminars each month for teachers, nurses, counselors, special education teachers, and visiting teachers. These seminars deal with specific learning problems of children and approaches through which they can be minimized or resolved.

Counseling and Guidance and Test Scoring Services

Coordinates a cooperative guidance and counseling program which operates on an interdistrict basis. Also provides machine test scoring for all local districts. This department scores approximately 350,000 standardized tests each year.

Educational Media Services

Assists the Gulf Region Educational Television Associates through KUHT-TV by providing 180 programs in elementary Spanish each year. Provides an instructional materials center which includes a library of over 4,000 teaching films and 2,500 filmstrips. Provides a twice weekly delivery of materials to over 120 school campuses serving more than 70,000 pupils. Also furnishes a variety of equipment for loan to local districts -- projectors, record players, TV sets, etc.

Cooperative Purchasing

Operates a cooperative purchasing program through which 15 local school districts pool their requisitions, obtain a common single bid, and obtain the advantages of large quantity orders.

Speech Therapy

Coordinates and assists in the support of speech correction services for four smaller school districts in the service area. The agency also supervises the operation of this interdistrict program.

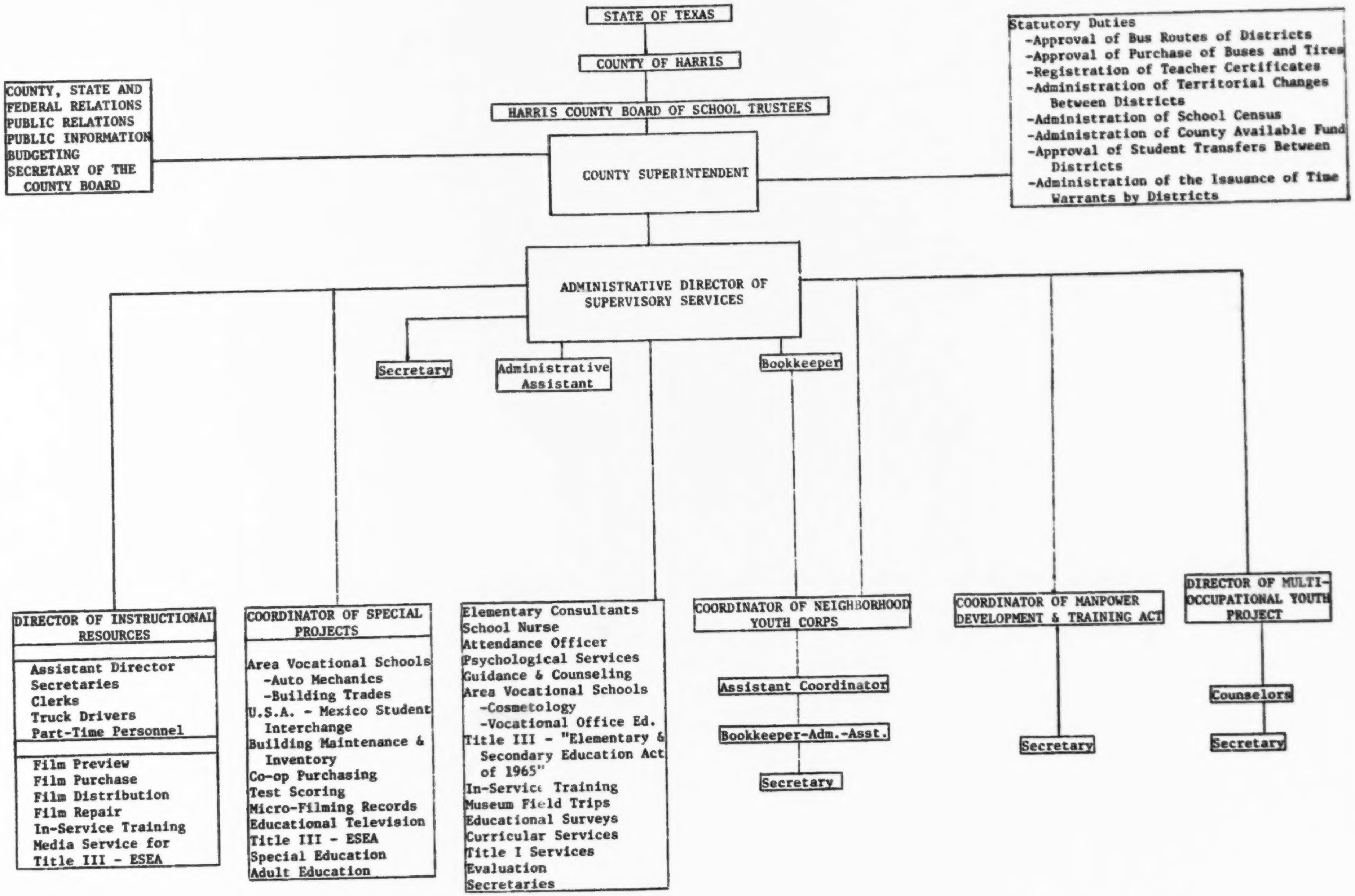
Vocational Education

Sponsors classes in auto mechanics, cosmetology, office machine operation, and the building trades which serve seven local school districts on an area basis. Provides transportation to bring students from their home schools to these class centers, furnishes equipment, and in some instances has constructed shop buildings. Under MDTA, the agency sponsors a multi-occupation vocational program for more than 400 school dropouts aged 16-21 and for adult men and women over the age of 21. These trainees have access to more than 20 occupational training programs. Also sponsored on an area basis is the Neighborhood Youth Corps program now operating in 12 local school districts with approximately 250 students employed. During the summer of 1966 at the request of the U. S. Department of Labor, an additional 700 students were employed in the "Operation Champ" program and the program at Texas Southern University.

Special Cultural Programs

Coordinates a program for visitation between Mexican and American high school students. The Mexican students spend three weeks in the Houston area in December and the U. S. students, accompanied by an agency staff member, visit Mexico City in July. Another cultural program involves the payment of fees for students to attend classes and tours of the Houston Museum of Natural Science. The program this year will involve more than 3,000 students.

Harris County Department of Education, Houston, Texas


STATE OF TEXAS
COUNTY OF HARRIS
HARRIS COUNTY BOARD OF SCHOOL TRUSTEES
COUNTY SUPERINTENDENT
COUNTY, STATE AND FEDERAL RELATIONS
PUBLIC RELATIONS
PUBLIC INFORMATION
BUDGETING
SECRETARY OF THE COUNTY BOARD
Statutory Duties
-Approval of Bus Routes of Districts
-Approval of Purchase of Buses and Tires
-Registration of Teacher Certificates
-Administration of Territorial Changes Between Districts
-Administration of School Census
-Administration of County Available Fund
-Approval of Student Transfers Between Districts
-Administration of the Issuance of Time Warrants by Districts
ADMINISTRATIVE DIRECTOR OF SUPERVISORY SERVICES
Secretary
Administrative Assistant
Bookkeeper
DIRECTOR OF INSTRUCTIONAL RESOURCES
Assistant Director
Secretaries
Clerks
Truck Drivers
Part-Time Personnel
Film Preview
Film Purchase
Film Distribution
Film Repair
In-Service Training
Media Service for Title III - ESEA
COORDINATOR OF SPECIAL PROJECTS
Area Vocational Schools
-Auto Mechanics
-Building Trades
U.S.A. - Mexico Student Interchange
Building Maintenance & Inventory
Co-op Purchasing
Test Scoring
Micro-Filming Records
Educational Television
Title III - ESEA
Special Education
Adult Education
Elementary Consultants
School Nurse
Attendance Officer
Psychological Services
Guidance & Counseling
Area Vocational Schools
-Cosmetology
-Vocational Office Ed.
Title III - "Elementary & Secondary Education Act of 1965"
In-Service Training
Museum Field Trips
Educational Surveys
Curricular Services
Title I Services
Evaluation
Secretaries
COORDINATOR OF NEIGHBORHOOD YOUTH CORPS
Assistant Coordinator
Bookkeeper-Adm.-Asst.
Secretary
COORDINATOR OF MANPOWER DEVELOPMENT & TRAINING ACT
Secretary
DIRECTOR OF MULTI-OCCUPATIONAL YOUTH PROJECT
Counselors
Secretary

Prototype No. 8

Educational Research and Development Council of Northeast Minnesota

Prototype No. 8: Educational Research and Development Council of Northeast Minnesota

Old Main, Room 215
University of Minnesota, Duluth
Duluth, Minnesota 55812

A regional educational cooperative organization whose members are the local public school districts of the area together with the Roman Catholic Diocese of Duluth as an honorary member.

Regional Area:

Comprised of 46 local school districts which cover an eight-county area of approximately 20,000 square miles. The area is largely covered by lakes and forests, mining towns and scattered population. It also includes three Indian reservations.

Organization and Operation:

Has an Executive Committee consisting of a president, vice-president, secretary-treasurer, past president, and four other members elected at large. Provision is made for such additional ex officio members as the Committee may wish to include. Active membership in the Council is open to any public school system in Northeastern Minnesota. Each member school system is represented officially by the superintendent or another member of its board of directors. Member districts support the agency by paying an annual membership fee which is 20 cents per pupil enrolled in the local district except that no member district will pay less than $100 nor more than $2,500 in any year. Provision is made for Honorary Membership, open to agencies or school systems upon application for and approval of such status. Honorary members do not have the right to vote or hold office and do not pay membership fees. They are subject to billing for the cost of any special services provided to them. The member districts of the agency are eligible to receive state and federal funds but such eligibility does not apply directly to the regional agency. The Executive Committee in conjunction with the University of Minnesota, Duluth, appoints an executive secretary who serves as the chief administrative officer of the Council. They may also appoint such additional staff as is required.

General Description:

In recent years, educators in northeast Minnesota, as elsewhere, have become increasingly concerned with the greater demands upon education due to the incredibly complex world that is developing around us. This concern prompted the school administrators of Region Seven of the Minnesota State High School League to meet at the University of Minnesota, Duluth, on August 24, 1965, to discuss the possibility of having the school districts of northeast Minnesota join together to form a council for educational research and development. There was basic unanimity of agreement at this meeting that an organization should be formed, that school districts could join if they found their interests reflected in the structure, and that finances provided by local school districts would be required in order to get started. A steering committee was formed and charged with the responsibility of drawing up plans for this new organization.

As a result of the work of the steering committee, a meeting of persons interested in the formation of the Educational Research and Development Council of Northeast Minnesota was held on October 5, 1965. Articles and bylaws for the organization were drafted, and it was decided that, when in the judgment of the Steering Committee a sufficient number of school districts had indicated their willingness to join, that the Steering Committee would call a meeting for the purpose of electing a Board of Directors and filing the necessary incorporating papers.

On November 8, 1965, this meeting was held and the first Board of Directors was elected. Upon the advice of legal counsel, it was decided to operate under a "cooperative agreement" instead of incorporating as originally intended. A staff member was granted leave of absence from his responsibilities at UMD and he was engaged as executive secretary of the Council. A proposal for a planning grant under Title III of P.L. 89-10 for a supplemental services center was submitted through the Duluth school district as the first project of the new organization.

During the period January to June 1966, the RAND Council has submitted five additional project proposals to the U.S. Office of Education under Title III of P.L. 89-10. A proposal for an operational grant for the supplemental services center will be submitted in August 1966. The RAND Council is also maintaining a close relationship with the Midwest Regional Laboratory which is being developed under Title IV of P.L. 89-10. As of July 1966, two proposals for funding of projects to be carried on in the RAND Council area have been submitted for consideration by the Midwest Laboratory.

The Council maintains quarters in the Old Main building of UMD. Present plans include eventual construction of a new building somewhere in the RAND Council area. Although federal funding will play an important part in the future of this organization, it is felt that federal grants may become a less important phase of the Council's activities, and that the ultimate program will include a tightly knit organization of school districts that will continue to grow in effectiveness in order to provide the maximum in educational opportunity for the people of northeast Minnesota.

Specific Service Programs:

NOTE: As indicated in the foregoing description, the Educational Research and Development Council is a "new" agency. It is included as a prototype because it is illustrative of a type of organizational framework. The major activities of its first months of operation have been supported by an ESEA Title III planning grant. Thus, the service programs described below are somewhat more services now in the process of development than they are operational.

Curriculum Development

Plans include providing leadership in exploring, designing, and implementing new teaching techniques and materials. Will relate educational institutions, businesses, and community people and agencies in a cooperative way so that the schools of the area will benefit from the results of research and modern technology. Will encourage educators to experiment with new ideas and incorporate innovations into their school programs. Curriculum study programs and inservice training programs will assist teachers in keeping abreast with the changes now taking place in education. Demonstration classes will enable educators to make more realistic decisions concerning the direction in which their program will move. Area school systems will have the services of specialists provided by the Center to assist in developing procedures for the continuous evaluation of the local education programs.

Teaching Materials Library

The teaching materials library will have a supply of the latest teaching materials and equipment for examination, demonstration, and use. Information about all materials available will be disseminated to all area school people via bulletins and personal contacts. Mobile units will circulate throughout the area making current equipment more accessible to remote school districts. Resource people furnished by the Center will bring greater depth and breadth to students in the study of music, art, the different professions, trades, businesses, organizations, avocations, sports, and the various academic disciplines.

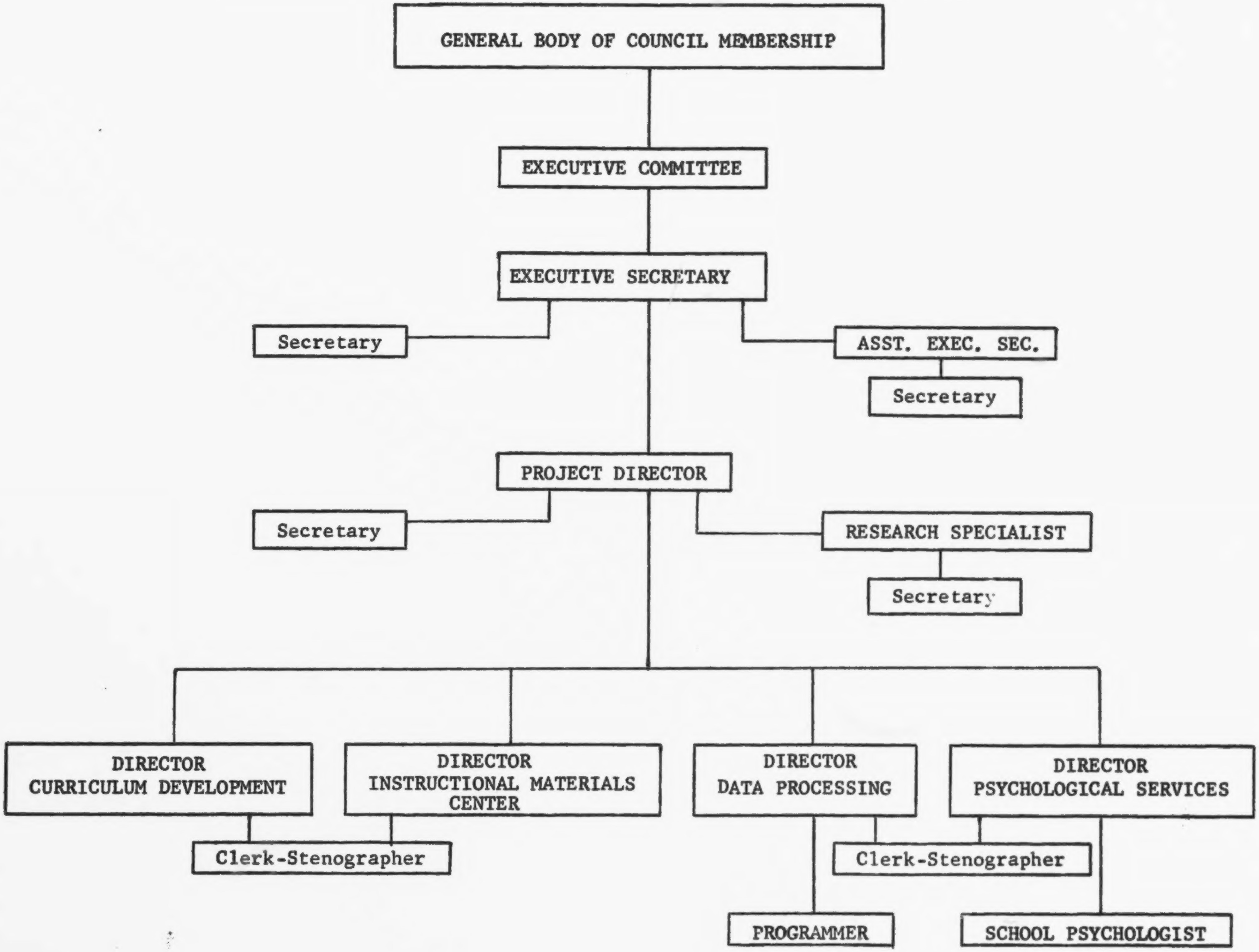
Psychological Services

Psychological services, now available only to students and teachers in the larger school systems, will be made available to all member districts.

Data Processing Services

Data processing services will be planned, initiated, and developed in accordance with the needs of the area schools.

Educational Research and Development Council of Northeast Minnesota


GENERAL BODY OF COUNCIL MEMBERSHIP
EXECUTIVE COMMITTEE
EXECUTIVE SECRETARY
Secretary
ASST. EXEC. SEC.
Secretary
PROJECT DIRECTOR
Secretary
RESEARCH SPECIALIST
Secretary
DIRECTOR CURRICULUM DEVELOPMENT
DIRECTOR INSTRUCTIONAL MATERIALS CENTER
Clerk-Stenographer
DIRECTOR DATA PROCESSING
DIRECTOR PSYCHOLOGICAL SERVICES
Clerk-Stenographer
PROGRAMMER
SCHOOL PSYCHOLOGIST

Prototype No. 9

St. Louis County Cooperative Audio-Visual Center - Missouri

Prototype No. 9: Audio-Visual Department of the Cooperating School Districts of the
St. Louis County Suburban Area
1460 Craig Road
Creve Coeur, Missouri 63141

A cooperative organization whose members are the separate school districts in the suburban area surrounding St. Louis. Usually considered the first educational cooperative in the country.

Regional Area:

Consists of the territory of its 25 member districts, approximately 1,000 square miles surrounding the city of St. Louis. These school districts have a combined enrollment of 127,000 pupils.

Organization and Operation:

Has an Executive Committee made up of superintendents or school board members of the member districts. The Executive Committee serves as the governing board for the cooperative operation. Executive Committee members are elected by the official representatives of all 25 member districts. Operation is financed by annual assessments on participating member districts. Executive Committee employs staff and sets salaries paid. Executive Committee as governing board for the agency has authority to acquire, maintain, and equip its own facilities.

General Description:

The Audio-Visual Department of the Cooperating School Districts of the St. Louis Suburban Area is a 35-year-old instructional film library owned by the 25 public school districts which are members of the cooperative. This agency serves as the major or sole source for instructional films used by its clientele and a supplemental source for filmstrips and tapes.

The operation of this cooperative agency is financed by an annual assessment levied against member districts in terms of a budget developed by the staff and approved by the Executive Committee. The assessment to districts is based upon a two-part formula which considers (a) the assessed valuation of the member district and (b) its average daily attendance. The agency does not receive state or federal support or any other funds for its operation, equipment, or housing.

The agency does not have or require contracts with members of its staff nor with its member districts. It has operated since its establishment on an annual moral agreement of member districts. In a legal sense, the agency does not have any separate or individual identity but rather is considered an extension of the operation of each of its 25 member districts.

A pioneer in regional service as an educational cooperative, the agency is nationally recognized as an exemplary venture in the area of instructional materials support.

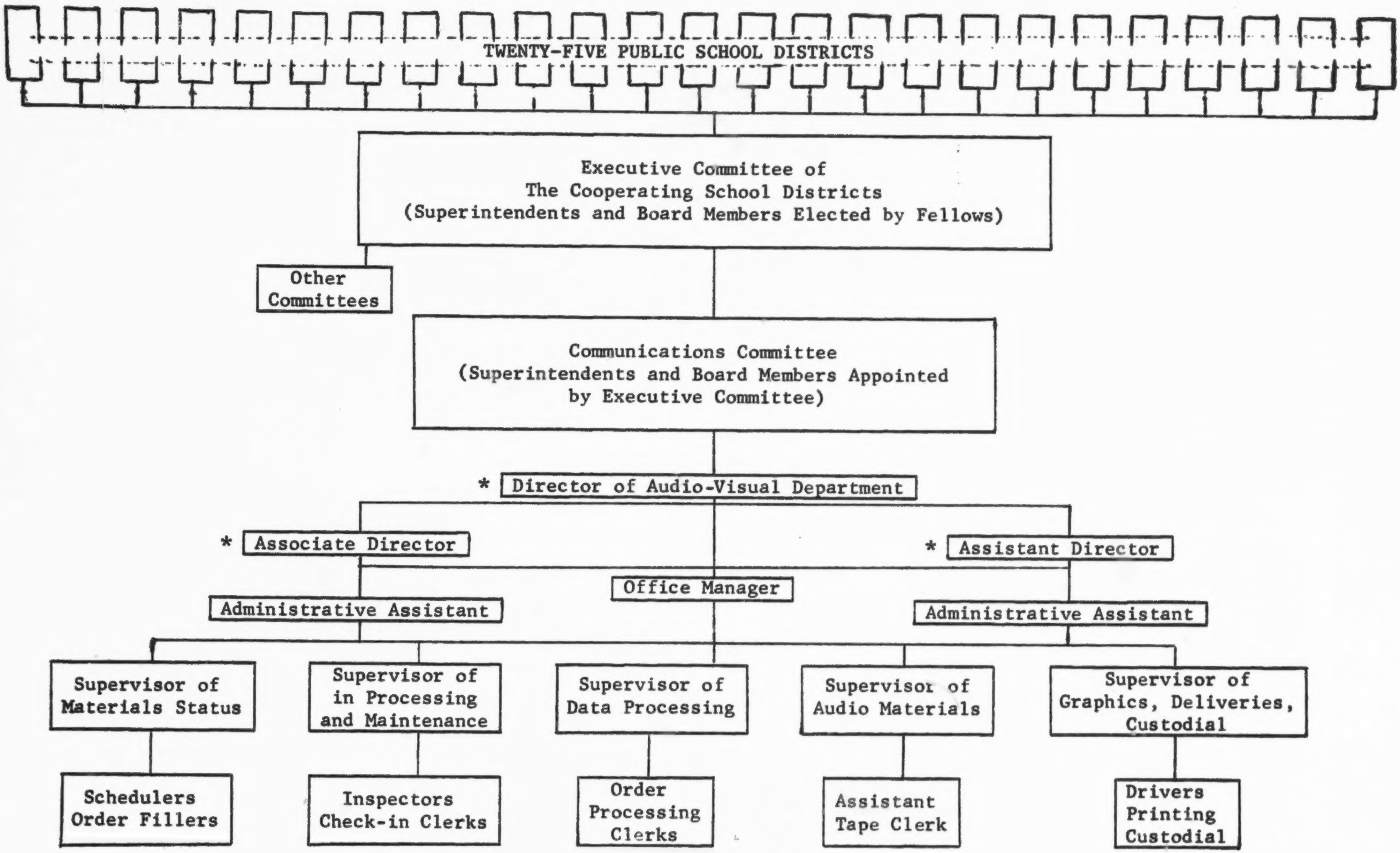
Specific Service Programs:

Instructional Materials Center

Operates a central library and processing facility and provides weekly truck delivery of films, filmstrips, and tape recordings to 8,500 teachers in 270 schools. The 1965-66 volume of materials used: films — 105,000; filmstrips — 38,000; tapes — 8,300. In that year, 90 percent of all items requested were delivered for use on the date requested. The complete cost of utilization (including delivery) averaged $1.82 per item.

The Instructional Materials Center currently has available 2,500 film titles, 3,800 filmstrip titles, and 2,000 tape titles. The money value of this stock is $1,200,000. The agency's building and land are valued at $107,000 and its office equipment at $85,000.

St. Louis County Cooperative Audio-Visual Center, Missouri


TWENTY-FIVE PUBLIC SCHOOL DISTRICTS
Executive Committee of
The Cooperating School Districts
(Superintendents and Board Members Elected by Fellows)
Other Committees
Communications Committee
(Superintendents and Board Members Appointed by Executive Committee)
* Director of Audio-Visual Department
* Associate Director
* Assistant Director
Office Manager
Administrative Assistant
Administrative Assistant
Supervisor of Materials Status
Supervisor of in Processing and Maintenance
Supervisor of Data Processing
Supervisor of Audio Materials
Supervisor of Graphics, Deliveries, Custodial
Schedulers Order Fillers
Inspectors Check-in Clerks
Order Processing Clerks
Assistant Tape Clerk
Drivers Printing Custodial

* Professional staff

Total staff 26 people

Prototype No. 10

San Diego County Department of Education, California

Prototype No. 10: San Diego County Department of Education
6401 Linda Vista Road
San Diego, California 92111

One of California's 58 county intermediate school districts. An integral part of the state system of schools serving both as an extension of the state education department and as a service agency providing direct and coordinative services for the local school districts of the county.

Regional Area:

The county is an approximately 7,200-square-mile area which includes a large metropolitan area as well as sparsely populated mountain country. Fifty-one school districts ranging in size from a one-teacher district to San Diego (City) Unified look to the regional agency for educational services and leadership. These districts have a combined average daily attendance of 289,428 public school pupils.

Organization and Operation:

Has a five-member board of education whose members are elected for overlapping six-year terms by the voters residing in five geographic areas of the county. Board is empowered by charter to appoint its superintendent and staff. The salary of the superintendent is established in law. Board is eligible for and receives funds from the state, the county, and local school districts as payment for services provided; does not have tax levying authority. Has its own facilities and service center for housing staff and operations.

General Description:

The San Diego County Department of Education is an intermediate unit which serves as an arm of the state and provides direct and coordinative services to the school districts of the county. The County Board of Education makes policy decisions for the programs of nine separate budgets totaling $2,688,795. The County Superintendent of Schools Budget of $533,353 is supported by annual grants from the County Board of Supervisors. Part of the superintendent's salary and most of the Business Services and Special Services sections are supported by this budget. In addition, the County of San Diego provides housing for the entire Department of Education including maintenance of buildings and grounds, and automobiles for the county superintendent and two assistant superintendents. The annual cost of housing and automobiles, which does not appear on the County Superintendent's Budget, is estimated at an additional $300,000.

The County School Service Fund Budget provides for Curricular and Guidance Services and Coordination, Library Services, Audio-Visual Services, and production of instructional resources and guides. The 1966-67 budget totals $1,500,974. Major sources of income include (a) $773,643 from the County School Service Fund as apportioned by the State Department of Education; (b) payments from school districts (Audio-Visual Services $180,500; Library Services $153,000; Mobile Shop $25,000; Data Processing $60,000; and other services $2,500); (c) special grants (S.E.C. $110,107; VEA $49,915; NDEA $74,079; ESEA Title III $17,930; Brooks Foundation $30,000); and (d) miscellaneous $24,300.

In California the County Board of Supervisors may direct the county superintendent of schools to provide an educational program for the juveniles detailed or under the protection of the County Probation Department. The four separate program budgets total

$300,213 and are funded by a combination of regular school attendance apportionment from the state and annual grants from the County Board of Supervisors.

Since 1947 the county superintendent of schools has been required to provide classes for educable mentally retarded children in school districts where elementary ADA is less than 900. The Department may also provide such classes on a contractual basis in districts having over 900 ADA. The current budget of $270,932 provides for 15 classes, of which nine are in districts of less than 900 ADA and six are contract classes. In 1965 responsibility for the education of severely mentally retarded students in school districts having less than 8,000 ADA was assigned to the county superintendent of schools. Since classes existed in the larger districts, the Department has entered into contracts with the school districts to continue operating these classes and to provide for students from all districts within reasonable transporting distances.

The County Board of Education Budget of $8,791 provides for salaries, travel, and publications for the five board members. The source of funds is an annual grant approved by the County Board of Supervisors.

Reporting directly to the county superintendent of schools are three assistant superintendents: for Business Services, for Special Services, and for Curricular Services. Reporting to the assistant superintendent for curricular services are six directors: of Audio-Visual Services, of Community Educational Resources, of Curriculum Coordination, of Library Services, of Pupil Personnel Service, and of the Supplementary Education Center.

Specific Service Programs:

Audio-Visual Services

Provides a centralized system for previewing, selecting, purchasing, and distributing audio-visual materials under a voluntary contractual arrangement. Present collection includes 12,565 prints of 3,154 motion picture titles; 17,522 copies of 2,029 filmstrip titles; and 11,482 copies of study prints, records, art prints, tape recordings, kits, exhibits, etc. During the 1965-66 school year the center was able to fill 185,457 of the 207,587 requests for materials received from 46 participating districts. Provides a record-keeping system for evaluation purposes and for intelligent purchase of materials. Maintains up-to-date audio-visual equipment for demonstration purposes and for inservice education programs, and provides consulting services regarding proper utilization of audio-visual materials and programs. Produces quality photographic and graphic materials for use in the inservice education programs, publications, public relations, speeches, workshops, and other instructional situations. Engages in research projects aimed at improving accessibility and utilization of audio-visual materials.

Community Educational Resources

Converts current information into a form suitable for classroom use and provides a system for its dissemination and implementation. To date approximately 300 items, including sound filmstrips, wall charts, study prints, teacher's guides, etc., have been developed, packaged into subject area units, and distributed to schools. Much of this work has been in the fields of space science and oceanography, but it has also included materials in the fields of zoology, botany, solid state physics, and nuclear energy. Also marshalls and utilizes community resources for the improvement of education. The CER Advisory Committee brings together 28 of the leading scholars, scientists, and administrators of the community from indus education, and the military organizations.

Curriculum Coordination

Provides direct supervisory services in the field of instructional improvement for elementary districts under 900 ADA, secondary districts under 300 ADA, and unified districts under 1,500 ADA. This includes specific help to individual teachers on such things as discipline, methodology, and curriculum content. Provides coordination services in the field of curriculum development for all districts including inservice education programs (workshops, speeches, demonstrations, conferences, etc.), prescription of appropriate courses of study, and development of instructional materials. Initiates and conducts research projects such as the Reading Research Project and assists in the coordination of the programs for the newly developed instructional television station.

Library Services

Provides a centralized system for previewing, selecting, purchasing, and distributing library materials under a voluntary contractual arrangement with local districts. The present collection includes 409,156 books. Also maintains a library of current professional materials for use by teachers and administrators (12,436 books and periodicals which had a circulation of 19,044 during 1965-66), provides consultation services in proper library procedures, and engages in researc and pilot projects aimed at improvement of accessibility and utilization of appropriate library materials.

Pupil Personnel Services

Provides direct supervision in elementary districts under 900 ADA, secondary districts under 300 ADA, and unified districts under 1,500 ADA. This involves counseling, guidance, and psychological services and includes working with individual students and teachers. An attempt is made, however, to work with groups wherever possible. Conducts a testing program and summarizes and reports results to the governing boards of these districts. Follow-up presentations and discussions are made as requested. Also attempts to ensure that handicapped children are provided with the best possible educational opportunity.

Supplementary Education Center

An ESEA Title III planning grant was approved as submitted by the San Diego County Board of Education for the establishment of a Supplementary Education Center. A needs study has been initiated and three applications for operations grants submitted through the Center. These applications were for the Instructional Television Authority (already approved), English as a Second Language Program,and "Impetus to the Creative Arts."

Special Programs and Classes

Fifteen classes for the educable mentally retarded are administered by the agency. Support is also extended to classes serving the trainable mentally retarded children of the county. In addition, the agency operates four separate educational programs for juveniles in four county detention institutions. Programs are operated for both boys and girls and for those involved in both long-term and shor term custody.

Business Services

Has responsibility for approving all school district budgets. Provides financial counseling on all phases of business services including budgeting and accounting procedures, personnel management, transportation, cafeteria, custodial techniques, etc. School building planning services include assisting in the development of educational specifications, consulting with districts and architects, meeting with State Department representatives, and granting the required approvals.

Data Processing Services

Currently handles payrolls (including records and processing of all tax, retirement, and other deductions) for all school districts in the county except San Diego Unified. Also processes shipping orders and reports for the audio-visual services. A pilot project now in progress is providing experience in grade reporting test scoring, attendance accounting, and student scheduling. These applications will be implemented following the preparation of detail manuals for use by school personnel and of a program of orientation for principals, teachers, and other school personnel; they are expected to become operative in 1967-68. Under study are audio-visual booking services, cataloging, inventory, ordering, film maintenance, etc. Other future applications contemplated include library processing and records and the record aspects of credentialing and placement.

Mobile Shop Program

The mobile shop program employs two teachers and uses two mobile shop trucks. Brings an enriched program of industrial arts and handicrafts to children in special training classes (EMR) as well as to children in rural schools.

Advisory Personnel Placement Service

Serves teachers in search of employment and school districts in search of teachers. Provides information on employment in the county, screens candidates, provides orientation for employment in California schools, and maintains a file of applications. Advises personnel officials in local districts, provides confidential records of candidates, and assists in recruitment procedures. Also serves county teachers desiring to relocate in different school districts.

Credentials Service

Advises teachers and administrators on the preparation they need in order to qualify for any of the 66 credentials now existing in California. Registers about 8,500 credentials annually and has more than 20,000 permanent records in the active credential file.

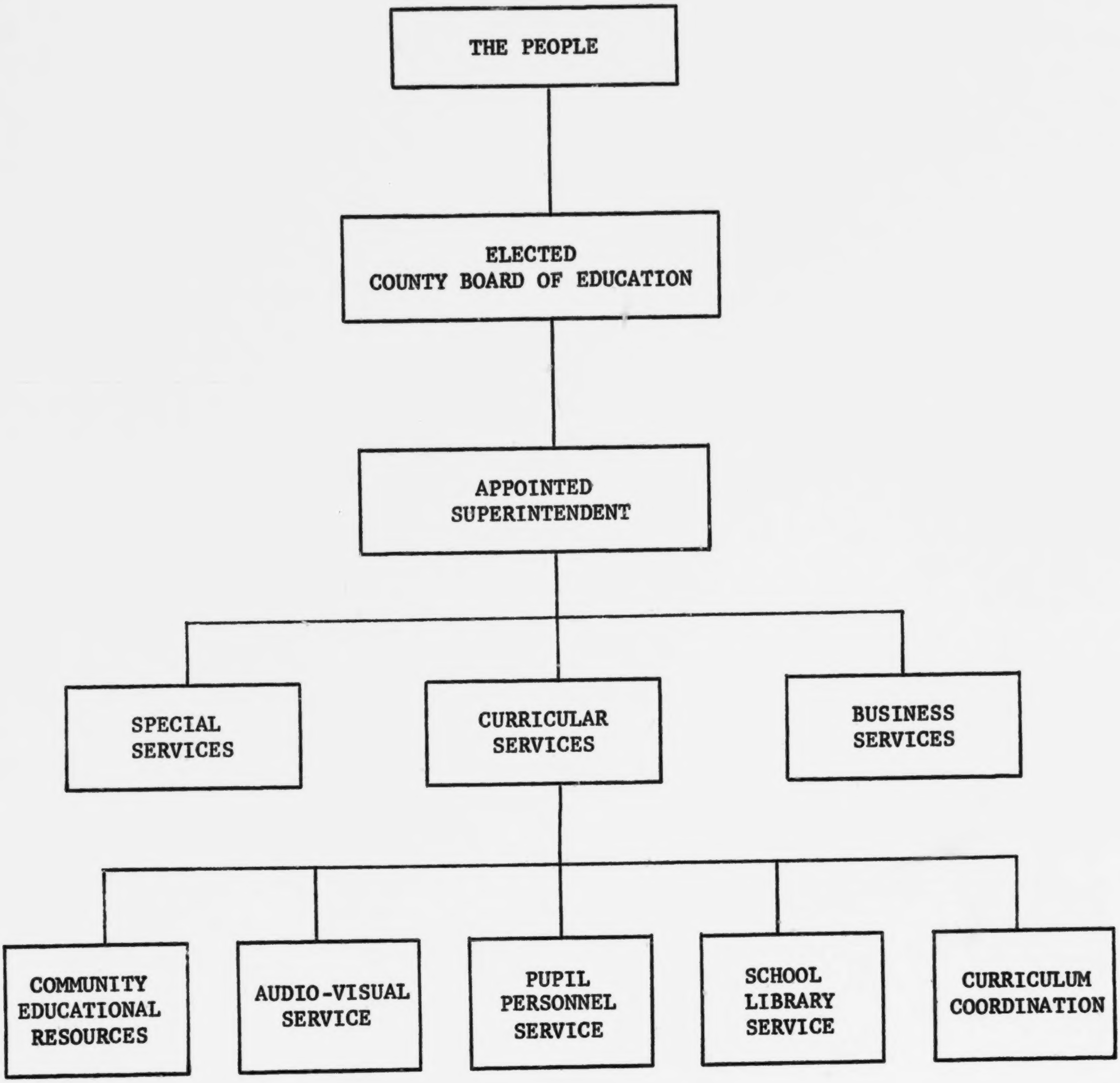
Public Information Services

Regular channels of communication are maintained to all certified employees and school board members in the schools of the county through the Education Newsletter. A regular program of public information is maintained to all mass media in the county through the Newsletter and news releases. Works with news media people on special projects such as feature articles and television and radio coverage of special events.

Administrative Services

Assists districts in attendance accounting procedures and processes reports to the State Department of Education, including textbook requisitions. Also responsible for the editing of the Directory of School Districts and Department of Education and develops data for and prepares the official reports to the County Committee on School District Organization.

San Diego County Department of Education, California


THE PEOPLE
ELECTED COUNTY BOARD OF EDUCATION
APPOINTED SUPERINTENDENT
SPECIAL SERVICES
CURRICULAR SERVICES
BUSINESS SERVICES
COMMUNITY EDUCATIONAL RESOURCES
AUDIO-VISUAL SERVICE
PUPIL PERSONNEL SERVICE
SCHOOL LIBRARY SERVICE
CURRICULUM COORDINATION

Prototype No. 11

Intermediate District No. IX
King County, Washington

Prototype No. 11: Intermediate District No. IX
309 King County Court House
Seattle, Washington 98104

One of the new type intermediate district agencies in the state of Washington. The present service program was developed under a county intermediate unit structure now reorganized. The effective date of reorganization was January 1967. The service program previously operating is continuing and can be expected to expand.

Regional Area:

Consists of all of King County except a small portion of one school district as well as the Bainbridge Island School District which is part of another county. The service area includes 22 local school districts having a combined enrollment of 243,806 public school pupils .

Organization and Operation:

Has a five-member board of education elected on a nonpartisan basis. Has a superintendent elected at the general election on a nonpartisan basis for a four-year term. Board is authorized to employ staff as needed and to set salaries for both staff and superintendent. Board is eligible for and receives state financial assistance, support from county government, and payment for certain services from local districts; does not have tax levying authority. Operates subcenters for film distribution and materials production.

General Description:

The 1965 state Legislature provided for the reorganization of county school superintendents' offices into intermediate districts. A statewide network of 15 intermediate districts have been proposed to replace the 39 county superintendents' offices. Local school districts directors in each county are required to vote on the formation of intermediate districts in their respective areas. Intermediate District No. 9 was created by vote of the local school district directors in March 1966. The official effective date for the intermediate district is January 1967.

The new agency will function with the same legal powers and duties now held by the county superintendent of schools and will have a dual role: to assist local districts in improving the scope and quality of education and to assist the State Department of Education in administering the state system of schools. It is not a substitute for local community school districts, which are a necessary part of educational organization if control is to be kept as close as possible to the people served.

Intermediate District No. 9 is a service center for all school districts, but services are different for each district, depending on the needs of that district regardless of size. The intermediate district staff assists local districts in determining the need for specialized services, in establishing service programs, and in evaluating and improving those services already provided.

Determination of programs needed is made by the School District Superintendents' Association, which meets monthly, with the advice of a Curriculum Committee composed of individuals responsible for programs of instruction in each of the school districts in the area. The Curriculum Committee is concerned (1) with the innovations of experimental studies, (2) with the direction and nature of inservice education activities, (3) with coordination of the development of courses of study and leadership in the preparation of materials to implement them, and (4) with workshops and conferences of the various disciplines. The chief deputy superintendent of the intermediate district serves as chairman and executive secretary of this Committee. By working through the School District Superintendents' Association and the Curriculum Committee, a working relationship which enables the area to work cooperatively and in concert on all educational matters has been developed.

Specific Service Programs:

Administrative Services

Provides a number of statutory services for local school districts and district personnel. Relates school programs and school needs to nonschool agencies including regional planning and development. Provides consultant services in areas of business management and procedures and with respect to federal programs. The staff also works with local districts and the school district reorganization committee toward development of district organization patterns consistent with changing conditions.

Curricular Services

Provides a staff of curriculum specialists who serve as consultants for curriculum development programs and assist in the inservice education programs carried on by local school districts. The present staff includes consultants in vocational education, special education, language arts, mathematics, science, instructional materials, and library services. The staff assists local districts in determining the need for specialized services, in establishing service programs, and in evaluating and improving the services provided.

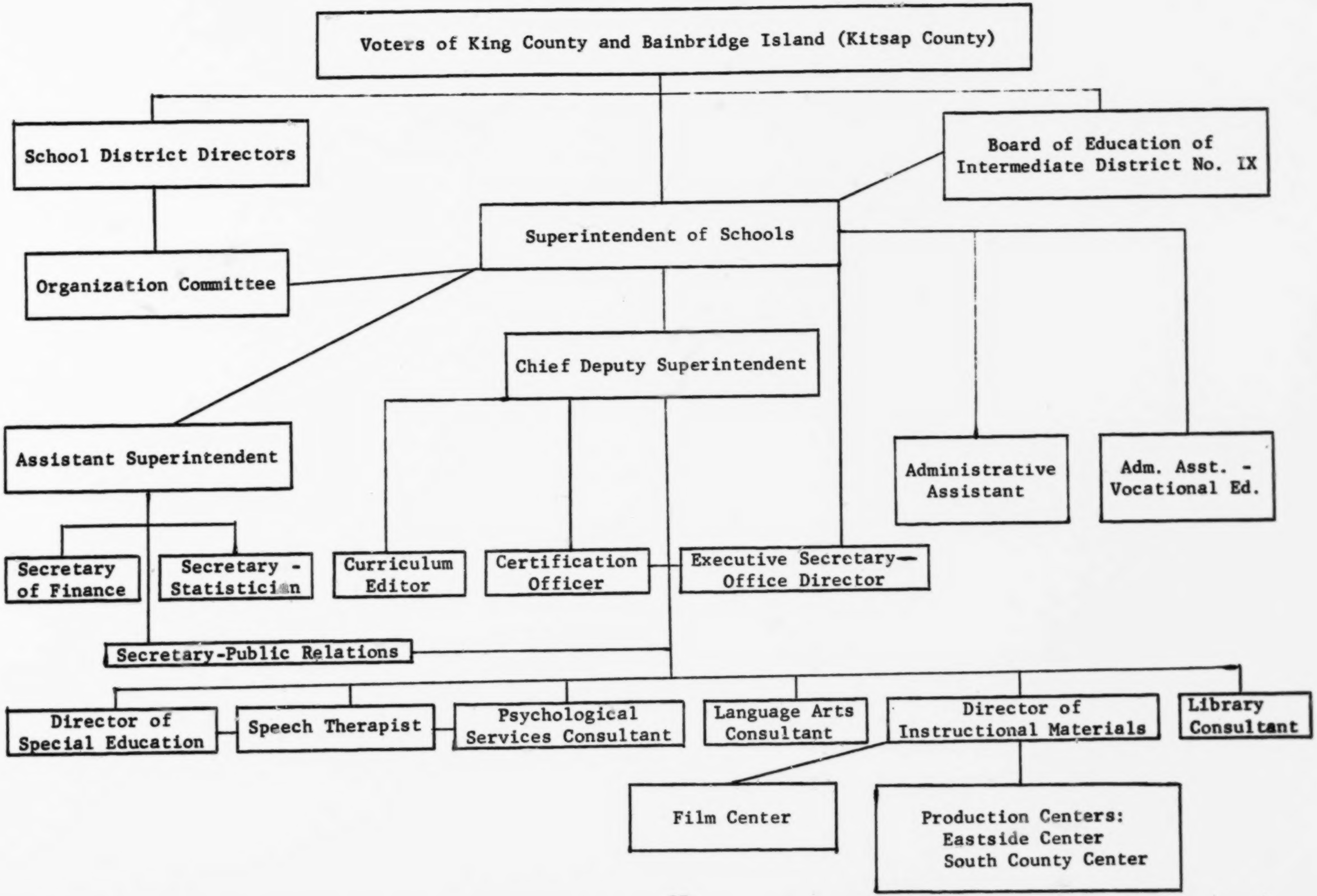
Instructional Materials Center

Administers a central depository for films and other instructional materials as well as two subcenters housed in local district facilities at strategic locations. Handles booking, delivery, film maintenance, and related services. The subcenters also house instructional materials production services including technical assistance.

Special Educational Services

Provides psychological services, speech therapy services, and consultant help in the development of programs for children having special learning problems or various types of exceptionality.

King County Intermediate District No. IX, Seattle, Washington


Voters of King County and Bainbridge Island (Kitsap County)
School District Directors
Board of Education of Intermediate District No. IX
Superintendent of Schools
Organization Committee
Chief Deputy Superintendent
Assistant Superintendent
Administrative Assistant
Adm. Asst. - Vocational Ed.
Secretary of Finance
Secretary - Statistician
Curriculum Editor
Certification Officer
Executive Secretary— Office Director
Secretary-Public Relations
Director of Special Education
Speech Therapist
Psychological Services Consultant
Language Arts Consultant
Director of Instructional Materials
Library Consultant
Film Center
Production Centers: Eastside Center South County Center

PART B

OPTIONAL STATUTORY ARRANGEMENTS

PART B: OPTIONAL STATUTORY ARRANGEMENTS

While there is almost nationwide agreement as to the purposes of education, the legal framework within which schools operate varies considerably among the states. None of our fifty state school systems is identical to any other. Some are highly centralized while in others operational controls are widely dispersed. This section will identify some of the organizational options available for consideration when formulating the specific statutory arrangements that might be ascribed to a network of regional service agencies.

A Rationale for Description

Public education operates in every state with a high degree of autonomy from other state government functions and within the framework of an express body of law. Its organizational arrangements constitute a specialized branch of state government. A convenient and meaningful rationale for describing any component of a state school system is the degree of completeness or perfection it has as an autonomous public corporation. How completely and independently is it able to determine or alter its own course? How responsive and responsible is it to its constituency?

Within every state school system, the local school district is the component of the system most widely known and best understood. While local school districts are differentiated by a variety of legal names--common school districts, independent school districts, union school districts, central school districts, consolidated school districts, community school districts, unified school districts, city school districts and county school districts--they do not differ greatly when viewed from the standpoint of corporate organization. All are established and function under the provisions of state law as an integral part of a state school system. All have a board of education made up of lay citizens and responsible for employing a staff and providing the materials, equipment, and facilities necessary for the conduct of an appropriate educational program. All are eligible to receive state financial support on whatever basis it is distributed. Most have authority to enter into contractual agreements, to levy taxes, and to incur bonded indebtedness. Thus, as public corporations--regardless of enrollment, nature of the geographic area served, or the particular state in which located--local public school districts tend to have common legal characteristics. As public corporations, they are reasonably complete. Within the framework of state law, they are highly autonomous.

State departments of education are also well known but not nearly as well understood, especially with respect to the statutory arrangements and limitations within which they operate. While all fifty of these state agencies derive their functions and responsibilities from their state's constitution and statutes, there are certain significant organizational differences among them. A majority have a state board of education, but some do not. In about half the states the chief state school officer is appointed by the state board of education; in a few he is appointed by the governor; and in a number of others he is elected by popular vote. In some states where he is elected, the voting is nonpartisan, but in some the voting is part of the regular general election on a strict party basis. As an autonomous public corporation, no state agency is nearly as complete as are the local school districts which are component members of the same state school system. None has independent taxing authority. All are completely dependent on their state legislature or some other authorized state body for their housing and for operational funds.

Examination of the organizational arrangements which apply to the intermediate unit component (twenty-seven state school systems have three echelons of administrative responsibility) reveals an even greater variety of specific statutory differences than those among either local school districts or state education agencies. The details of these different characteristics are identified among the optional statutory arrangements fo regional service agencies which follow. It may be sufficient at this point merely to note that all intermediate units, by definition, consist of an area including two or more local school districts and are therefore regional in nature.

The rationale suggested for analyzing the numerous organizational options available for assignment to the structure for any public school agency--whether organized at state, regional, or local level--is its degree of completeness or purity as an autonomous public corporation. This permits an identification and description of even small differenc in legal framework which would likely be undetectable to operational observation. Public agencies can be developed and perfected within a range illustrated by the following continuum:

Autonomous Public Corporation —— Semi-Autonomous Public Corporation with Line Functions —— Semi-Autonomous Public Corporation without Line Functions —— Non-Profit Corporation

While the specific statutory arrangements which permit the classification of an existing or proposed agency within this range are later discussed, Table 1 summarizes certain of these characteristics for the eleven currently operating regional service agency prototypes described in Part A. The order of listing is from the most complete agency as an autonomous public corporation (Oakland Schools, Michigan) through the range to a regional non-profit corporation (the Educational Research and Development Council of Northeast Minnesota) whose members are the separate local public school districts in the geographic area it serves. The latter agency, created by its member districts to operate certain regional educational programs, functions outside the regular legal framework of the state system of schools.

Organizational Options

Any plan to organize and develop a regional service agency or a statewide or nationwide network of such agencies has available for consideration a substantial number of optional statutory arrangements. Four broad areas characteristic of public educational corporations provide a reasonable basis for describing possibilities: the board of education or governing board; the responsibilities and opportunities of the board; the financial arrangements; and the required and permissive features of the program of services operated.

The Governing Board

Simply indicating the existence of a governing board is to identify an option since it is possible to have an agency that functions without a board of control. It will be noted from Table 1 that all of the prototype agencies described in Part A do have some type of board of education. In an educational context, as in any other public enterprise, the existence of a governing board is a step toward corporate perfection.

Assuming the existence of a board, there are a number of other options: who shall

Table 1: Selected Characteristics of Eleven Prototype Regional Service Agencies

	Oakland County, Mich.	Muscatine-Scott Co., Iowa	Harris County, Texas	Erie Co. BOCES, N. Y.	Montgomery Co., Ohio	King County, Washington	San Diego County, Calif.	Bucks County, Penna.	Area #18, Wisconsin	St. Louis County, Missouri	Northeast Minnesota
School Enrollment in Service Area	220,000	60,000	368,976	80,000	54,000	243,806	289,428	82,000	70,670	162,000	90,000
Territory Exempt from Service Program	None	None	Some	None	None	None	None	None	None	Some	None
Territory Exempt from Corporate Structure	None	None	None	None	Some	None	None	None	None	Some	None
Statewide Network of Regional Agencies	•	•		•	•	•	•	•	•		
Control Vested in a Governing Board	•	•	•	•	•	•	•	•	•	•	•
Governing Board - Laymen	•	•	•	•	•	•	•	•	•	Some	
Governing Board - Elected	Not Popular	•	•	•	•	•	•	Not Popular	Not Popular		
Size of Governing Board - 5 - 10 Members	•	•	•	•	•	•	•	•	Over 10	•	•
Governing Board Holds Regular Meetings	•	•	•	•	•	•	•	•	•	•	•
Board Members Have Overlapping Terms	•	•	•	•	•	•	•	•	•	•	•
Board Has Fiscal Integrity	•	•	•	•	•	•					•
Board Has Fiscal Independence	•	•	•								
Board Has Taxing Authority	•	•	•								
Board Has Bonding Authority	•										
Agency Eligible to Receive State Aid	•	•		•	•	•	•	•	•		
Board Appoints Chief Administrator	•	•	•	•	•		•	•	•	•	•
Board Sets Chief Administrator's Salary	•	•	•	•	•	•		•	•	•	•
Board Appoints Staff and Sets Salaries	•	•	•	•	•	•	•	•	•	•	•
Board Can Hold Title to Real Property	•	•	•				•			•	•
Legal Regulation of Service Program	•	•	•	•	•	•	•	•			
Existence of Permissive Program Features	•	•	•	•	•	•	•	•	•	•	•
Existence of Local Participation Options	•	•	•	•		•	•	•	•	•	•
Board Can Subsidize Local Centers	•	•		•		•	•	•		T	•
Multi-Regional Agency Cooperation Provided	•	•	•	•	•	•	•	•	•	•	
Board Retains Own Legal Counsel	•	•	•	•	•	•	•	•		•	•

select board members and how; the characteristics of those who serve as board members; the manner in which they accede to this role; the number of board members; the length of their terms of office; and similar considerations. With respect to selection, the ideal for a public corporation is an elected board of educational laymen. An alternative is an appointed board. A further alternative is to have a board of professional educators or a mixed board of both educators and laymen. If the board is elected, a wide variety of additional options are open; they relate to who is eligible to serve on the board, the manner in which members are nominated and elected, who is eligible to vote, and other characteristics of the election. While it is almost universally accepted that all school board members--whether at local district, state, or regional service agency level--should be elected on a nonpartisan basis, the option of having candidates representing political parties needs to be acknowledged when considering available alternatives. The nomination of candidates could be by petition, by caucus or convention, or in some other way. There could be a requirement that candidates represent a prescribed geographic area within the region, be nominated at large, or that there be a proportion of each.

A further alternative associated with the process of nominating school board candidates has to do with requirements for eligibility. Membership on the board could be open to any resident citizen or eligible voter, or certain prescriptions could be established to limit the number of people eligible. For example, to be eligible, candidates could be required to be at the same time members of a local school district board; that is, only local district board members could be nominated and elected to membership on the regional agency board. This condition holds for two of the prototype agencies reported in Part A (Bucks County, Pennsylvania, and Cooperative Educational Service Agency 18, Wisconsin). On the other hand, it would be equally possible for the law to exclude from eligibility those serving on a local district board, or to require anyone serving in this capacity at local district level to resign from such responsibility in the event of election to membership on the regional agency board. This characterizes the board of the Muscatine-Scott County, Iowa, prototype agency.

Still another alternative would have the law completely silent on this matter so that a regional agency board member could at the same time serve on a local district board although he would not be required to hold such membership.

Nearly as many options are available to election procedures as for the nomination of candidates. In addition to partisanship or nonpartisanship, participation in the election of regional service agency board members could be open to all eligible voters within the service area, could be limited to those who own real property, who are members of local school district boards of education, or who are members of some other select and legally designated group. Voting could be on an at-large basis with all voters casting ballots for all board positions; or, in the event that some board members represent a specified geographic portion of the service area, voters could cast ballots only for the board members who would represent their area of residence and the at-large candidates if there are to be any. Another option has to do with the time the election is held. It could be a part of the regular general election when those who will fill other elected positions are selected. However partisan the general election may be, candidates for regional service agency board positions could appear on the same ballot on a strictly nonpartisan basis. An alternative relatively common in statutes governing school matters is provision for a special election completely separate from the general election and from all partisan and noneducational questions and concerns.

The alternative to electing the regional service agency board is to appoint one. If the statutes of a state provide for an appointed board, there is still room for a number of variations. The appointment of board members would need to be made by some specified individual (the governor, the chief state school officer, the chief administrator of the regional agency, or someone else) or by some specified group (the state board of education, a special committee established by the chief state school officer for this purpose, a representative group of citizens selected in some manner from within the service area of the regional agency, a special committee representing the local school districts of the service area, or some other).

While the statutory provisions for a regional service agency board could incorporate any of the above options, that form which provides for a board of laymen elected by all the eligible voters of the service area at a special election completely divorced from the general election most nearly approaches perfection for a public school corporation.[1] Other available statutory options related to characteristics of the board and board members do not directly alter or determine the corporate purity of the agency's structure. These have to do with the number of board members, the length and nature of their terms of office, and the regularity with which they meet to do business as a board.

Regardless of whether the board is elected or appointed and the specific details of selection, it is important to have a board which is reasonable and manageable in size. Five, seven, or nine board members are commonly specified for various types of school agencies. Experience as well as organizational theory indicates the desirability of a board no larger than ten members. Of importance here in describing options is mere identification of the possibility of actually specifying the number of board members, limiting the number, or choosing not to deal with this matter at all in the statutes. Any of these courses is available.

The statutes could specify the length of the term for members of the regional agency board and whether or not they are eligible for reelection or reappointment. Four years is a commonly accepted term, although this could vary to more or fewer years. If members are appointed, it would be possible to adopt procedures which would permit appointment at any time a vacancy occurs. When election procedures are adopted, other factors could have a bearing on the length of term. If board members are elected at the general election, for example, some limitations to flexibility become obvious. Electing board members at this time would require terms of two, four, or six years or another multiple of two. If provision is made for electing board members at a special election, such elections can be held annually. This would permit terms of any number of years.

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[1] A case now before the U.S. Supreme Court will test whether a board of education other than one popularly elected on a one-man-one-vote basis meets the criteria of the U.S. Constitution. Depending upon how the court rules in this case, the variety of options identified as available and actually now part of state legal codes may be substantially reduced.

Regardless of the manner of selection or length of term for individual members, provision should be made for a sufficient overlapping of terms so that a high degree of continuity will be assured. The terms of board members should not all expire at the same time, nor should a majority of such terms end simultaneously. Specific provisions must be considered as statutory options.

Also optional is a statutory requirement for meetings of the board. A regular monthly meeting could be specified with permissible provision for additional special meetings as required. The law could be very specific with respect to regular meetings, e.g., the first Tuesday of each month or some other specified day, or it could leave this decision to local discretion and convenience. In the same way, the law could be completely silent on the matter of meetings of the board.

Board Responsibilities

The powers, duties, and responsibilities of any public school governing board are derived from legislative delegation; i.e., they are specified in law. One of the possible options has to do with the regional service agency board's authority to appoint its chief administrator and its staff and to set the salaries of these board employees. It can be noted from the summary of organizational characteristics shown in Table 1 for the eleven prototype agencies described in Part A that all except one (King County-Intermediate District IX, Washington) appoint their superintendent. In that instance the chief administrative officer is elected each four years by popular vote on a nonpartisan basis at the general election. It can be noted further that in all but one of the agencies (San Diego County, California) the board sets the salary for the chief administrato In San Diego County the superintendent's salary is specified in state law on a scale basis that relates to the population of the service area and other factors. In all eleven of the prototype agencies, the board approves the appointment and determines the salaries paid to all other staff members.

Other optional board responsibilities and/or opportunities relate to its authority to secure or retain its own legal counsel and whether or not it has authority to acquire and hold title to real property. For such authority, specific legislative delegation to the board is necessary. The ramifications of these responsibilities are so closely tied to statutory provisions for financing a regional service agency and for its service program that they are included in subsequent discussion of these areas.

Financial Arrangements

A wide range of statutory options is available in the area of finance, and to a large extent the real responsibility of the regional agency board is determined by the nature of these arrangements. While the availability or lack of funds may well determine the type of service program that can be developed, certain refinements in financing a public enterprise can be built into a legal structure with corporate significance far beyond merely having or not having access to funds.

One statutory option would grant fiscal integrity to regional service agency boards, i.e., would give each board full responsibility for determining and certifying its annual budget. Regardless of the amount of funds or the specific sources from which they are derived, the board either has or does not have granted to it ultimate responsibility for determining how its resources will be used. Requirements for budget hearings and other controls might be specified in the law and still leave final decision and determination with the board. Full fiscal integrity is an essential characteristic of an autonomous public corporation. An option would require some type of review, approval, or other limitation to board responsibility for the way it expends its resources with a proportionate lessening of its fiscal integrity.

A second option in the area of finance relates to fiscal independence, i.e., a legal delegation of responsibility to the governing board for determining not only the purposes for which its resources will be used but also the amount to be expended. The budget developed by a fiscally independent board is not subject to review or approval by any other body. There may well be statutory limits on the amount of expenditure permitted, provision of budget approval by referendum, or some other general control. But within these controls, the board can make independent decisions.

As for the sources of funds which might be available to a regional service agency board, there are several options but, in reality, a rather limited number of possibilities.

Discounting gifts and special grants as regular sources of funds, the tax bases of the regional service area, of the constituent local school districts, of the state, or of some combination of these sources are all that are available.

If the regional service agency is a corporate component of the public school system of the state, its board could be granted tax levying authority. Three of the eleven prototype agencies described in Part A have this authority (see Table 1). Or the board might be granted authority to contract with individual local school districts (and other public or private agencies) for either general support or payment for the specific services it provides. An agency of the nonprofit corporation or cooperative type would need to depend on contributions from its local district members for financing. The third possible source of support derives from the state tax base, and eligibility to receive state aid is another option. Generally, any agency which is an integral part of the state school system would be eligible to receive state support if the statutes provide for it and funds are made available for distribution. Table 1 shows that eight of the eleven prototype agencies receive some type of state financial assistance. An ideal financial structure for a statewide network of regional service agencies would provide each agency some independent taxing authority, would include regional agencies in the general state support program, and would permit local districts to cooperatively purchase any additional services provided on a regional basis. Of particular importance, however, is recognition that the specific finance provisions developed for any network of regional service agencies should take into account the total state plan for financing education. They should not be planned in isolation.

A further option involves delegation of authority to incur indebtedness, i.e., granting to the regional service agency board power to sell bonds as a means of raising funds for major capital expenditures. While most public agencies having such authority have limits placed on the amount of indebtedness they are permitted, bonding capacity is an optional fiscal arrangement that may or may not be provided in the laws governing regional service agency operation. Only one of the eleven prototype agencies described in Part A (Oakland Schools, Michigan) currently has bonding authority.

In terms of corporate parity, the characteristics of fiscal integrity, fiscal independence, independent tax levying authority, a right to contract, and a right to incur bonded indebtedness would all be specific provisions of law. While not directly affecting its corporate completeness, eligibility to receive state financial support on whatever basis and in whatever amounts such aid was made available would also seem highly desirable.

Program Determination and Control

Since a program of highly specialized educational services constitutes the major purpose for the existence of a network of regional service agencies as well as the prime reason for establishing and developing such agencies where they do not now exist, certain statutory options with respect to service programs should be identified. One option has to do with legislative delegation of responsibility on the part of the regional service agency board to control and regulate the service programs it undertakes. Such responsibility would of necessity need to be in harmony with state requirements for certification, professional standards, and other state regulations for professional practice. Another option to be considered is delegation of authority to the regional agency board to undertake new service programs within the service area when it believes educational benefits can be derived. This gives a certain degree of independence to each regional agency board for determining the types of services it provides. An alternative to this type of permissiveness would be a statutory limitation to certain specified services.

Other statutory options in the area of program could be (a) freedom for each local school district in the service area to decide whether it will participate in any particular program provided on a regional basis and (b) opportunity for local districts to participate in determining the policies and procedures which guide the regional agency's service programs. It is desirable for some program controls to be built into the corporate framework. Local school districts and their boards should be assured a meaningful way to help determine the nature of the specific services provided by the regional agency. The state agency, too, should have some legal controls which assure that its program objectives are served by the agency. This could be achieved by the type of state financial support provided or in some other way. Without some legal provision for local and state controls and participation in the determination and regulation of the regional service agency program, the objective of integrating the regional agency into the state school system will not be achieved. These kinds of interrelationships among component members of the system are essential in guaranteeing a system.

The legal framework could also delegate to the regional board (a) authority to subsidize certain specific, mutually agreed upon programs operated by local school districts in lieu of similar programs carried on directly by the regional agency for other local districts, (b) authority to establish and operate local centers when appropriate for specific services, and (c) authority to develop programs jointly with one or more other regional service agencies. It might be assumed that some or all of these program characteristics could be developed in an operational sense without specific legal delegation unless prohibited. The delegation, the absence of specific delegation, or prohibition of any or all of them represent available options.

Statutory Options--Conclusion

From the foregoing, it is obvious that a large number of combinations are possible. Clearly and consistently indicated throughout the discussion of alternative organizational characteristics is the desirability of a network of regional service agencies which are recognized components of the state school system and which approach as nearly as possible the ideal for autonomous public corporations. The entire discussion focuses on service agencies operating within the framework of each state and its system of schools. The possibilities of regional service agencies centered in higher education institutions and operated independently of the regular public school system, of public services provided on a regional basis by agencies not exclusively involved in public education, of private regional service agencies, or of regional service agencies having an operational base larger than a single state have not been included. Neither is the potential of such agencies for truly meaningful specialized services to children and schools highly regarded. Effective regional service agencies will by necessity function within the framework of state law.

PART C

SUGGESTIONS FOR THE DEVELOPMENT OF REGIONAL SERVICE AGENCIES

PART C: SUGGESTIONS FOR THE DEVELOPMENT OF REGIONAL SERVICE AGENCIES

Recommended in this section will be a series of criteria to be met by states and regional educational service agencies within states if such agencies are to receive funds under Title III of P.L. 89-10. Set forth as well will be some considerations on which these criteria rest. Finally, there will be offered a suggested posture with respect to regional educational programing that the U.S. Office of Education might wish to assume as Title III strategy.

Multi-School-District Approaches to Educational Operations

If one conceives of educational operations as being made up of all of those actions taken by people within a corporate framework to provide instruction for children in appropriate ways, then multi-school-district approaches to educational operations have been in effect since the first chief school officer was employed in 1812 and the first county superintendent was employed in 1827. Among the prototype agencies described in Part A are examples of instructional programing on a multi-district basis that have much precedent. For example, the Cooperative Audio-Visual Center in St. Louis County, Missouri, has been in operation for 35 years; Oakland Schools, Michigan, offered subject matter consultants (elementary) and school nursing services to rural schools as early as 1928.

Presently the best, most extensive, and most serviceable examples of multi-district programing in the United States are to be found in metropolitan county or multi-county (intermediate school district) school situations. As the prototypes described illustrate, some very well developed, highly specialized and sophisticated programing has become operational almost entirely without state and federal help--in some instances in the face of the most casual or even discouraging legal and corporate arrangements. While recent legislation in a few states should encourage the development of multi-district service programs in relatively sparsely populated areas, nothing comparable to the programs provided by the prototype agencies yet exists outside a major metropolitan area. That regional program development has largely been limited to metropolitan areas derives from the following factors:

1. Population concentration, large numbers of pupils with diverse learning problems and potential, has forced recognition of the need for highly specialized educational programing.
2. The high cost of specialized educational programing and the need to make such programs readily accessible to all in need of them are problems which could be resolved within the boundaries of the existing multi-district (intermediate school district) structure. The traditional legal framework already on the scene has been able in metropolitan areas to bring enough pupils and enough money together to make specialized programing practical.

The Causes and Effects of Specialization

Certainly education, like all other professions, is becoming ever more specialized. Contributing to this trend is the generally accepted goal of instructing all children in some publicly acknowledged ways that will produce in each what the public considers to be systematic academic achievement. No longer does a standard instructional regimen that any student may take or leave meet with the criteria of the public. This is a cause of specialization.

Other causes of specialization rest with the qualifications and preparation of modern school faculties. The practice of highly qualified teachers who have a breadth of insight and academic preparation unknown 40 years ago generates of itself a demand for technology, specialized procedure, and para-educational services. As educational research efforts, allied disciplines, and regional laboratories make additional contributions to the instructional environment, further demands for educational specialization can be anticipated.

The effects of educational specialization can be observed in programs, in the allocation of administrative responsibility, and in modifications in the corporate structure of state school systems. In terms of programs, the development of technology centers (media, computer, etc.), clinics (speech and hearing, psychology, vocational rehabilitation, learning, etc.), curriculum specialists (academic and vocational), special education centers, etc. are all illustrated in the programs provided by the eleven prototype agencies described in Part A as well as by other regional service agencies and local school districts. Documented as well by the prototype agencies (and in certain instances by similar agencies serving other regional areas of the same state) is that the administration of these programs has been assigned within some state school systems to multi-school-district agencies. Efforts to develop an organizational framework capable of providing specialized programs can be illustrated by extensive reorganization of local school districts as well as by modification of the corporate arrangements of the intermediate school district structure in at least twelve states. Nearly all of the varied corporate arrangements described in Part B exist in law in some state. The whole concept of the regional service agency is oriented in the accommodation of highly specialized multi-district programing.

Criteria for the Encouragement of Regional Centers

There is no absolute guarantee that any human or corporate effort once launched will attain all or any of its objectives. In selecting a site for the launching of an effort and in designing the circumstances of its launching, the best that can be done is to call upon experience and choose those alternatives that most often have proved to work while avoiding those that have produced either failure or little to no good effect.

Experience with the establishment and operation of regional educational service centers dictates the following considerations:

1. The services of the center (program mix) should be highly specialized, never duplicating other operations in the state system, being highly complementary to local school efforts and closely supplementary to state level operations.
2. The services of the center should be physically accessible to its constituents and, by and large, should be accessible as a matter of right, without charges, tuition, or whatever.

3. The center, being a public school enterprise, should be financed with public funds.

4. The constituency of the center should be made up of a school population of at least 50,000 ADM in order that economic justification can be found for the maintenance of a reasonably well articulated program mix.

5. The programs of the center must meet some standards: (a) must be appropriate for regional operation--not state level or local level; (b) must be discretely specialized; (c) must be necessary to the well-being of its educational constituents and the state system; (d) must offer the best in the way of sophisticated practice that technology and educational and para-educational disciplines have to offer.

6. Staffing of the center should be based on a division of labor by specialty: a practitioner in a learning disability center should be an educational psychologist--should practice as an educational psychologist and have no other duties; a curriculum consultant in mathematics should be a scholar in mathematics and have no job assignment outside of the field of mathematics.

7. The organization operating the center should be an integral part of the state system of schools. To the extent that it is legally and operationally "in the line" as a part of the system, its behavior will be more responsive to constituent demand and more responsible to the state system.

8. Institutional integrity is to be sought after in regional service centers. Standards of service, staffing, behavior, accessibility, and responsibility cannot be maintained without it. Integrity is not achieved by casual arrangement; corporate structure is required. To the extent that purity and completeness of corporate structure as described in Part B exist, institutional integrity is likely to follow.

9. Formal arrangement must be made within the state system to require or at least encourage the regional center to behave in a responsible and therefore serviceable and viable fashion. Formal arrangements of a political, legal, or

fiscal nature must pertain so as to tie the state system together and ensure meaningful communication within the system.

A Recommendation on Strategy

It has always been difficult for school administrators to get substantial commitments of public money for anything but regular, routine, line operations. It is a common public notion that the commitment of taxes for the general operation of standard instructional offerings is a necessity. But the public has not yet been willing to share with school management either its understanding or its concern for the adoption of research findings in line operations, the application of technology to the solution of operational problems, the acceleration of the individualization of instruction, the updating of curriculum and curriculum materials, and the general advancement of instructional practice. Consequently, school administration tends continuously to be aware that the amount of money committed to these ends is inadequate.

The commitment of a "little money" to a big job poses some problems unique to the situation. There is always the prospect that the "little money" if spread evenly in the environment will become lost to view, be frittered away, be too little to make a difference. There is also the prospect that if the "little money" is committed to only one segment of the environment, that segment will be served--but only that segment, not the system that surrounds and supports it.

The best strategy for the expenditure of the "little money" would be to use it as a lever on the system to the end that the behavior of the system might be redirected in the way of funding, the re-allocation of work, or both.

The systems under discussion are state systems of schools into which the Congress has been allocating and appropriating money for achieving what it regards as national goals. Certainly the use of Title I and II money is going to have some good effect on state systems because some necessary work will get done on that account. Certainly Title III funds will produce some successful exemplary and innovative methodology and practice which will be emulated and therefore enhance the effectiveness of the state systems. Certainly the use of Title V funds will have some good effect because state school offices, chronically starved for money, can be better staffed and placed in a far better position to exercise statewide educational leadership.

But none of these actions really changes any of the systems. None puts something lasting into the system that will cause it to behave differently in the long run.

The funding of regional educational service centers within state systems could make a substantial and lasting difference to these systems for the following reasons:

1. For the first time in certain states some technology and some highly specialized educational programing would get effective and economical exposure.
2. For the first time in any state there would be the prospect at least of a normative distribution of accessible specialized programing and technology.
3. The very introduction of technology and high specialization and preparation into a state system on an accessible basis would change the behavior of the system.
4. If the funding of regional centers hinged on the regional organization's possessing some rather good organizational characteristics, then states would tend to evaluate the configuration of their system and perhaps reconfigurate it.
5. The operation of excellent and accessible regional educational service centers would encourage school authorities to start looking at and thinking about state school organization as a system rather than as tenuously related separate corporate identities. It is necessary to maintain sets of separate corporate identities; it is not necessary to keep them insulated from one another or from the system. Of the lasting differences that the funding of regional service agencies could produce in state systems, this one might be considered as having the greatest significance and holding the most promise.

Conclusion

Title III purposes and its objectives presently contemplate the development of supplementary educational centers and services and the funding of educational services not now available in sufficient quality and quantity.

It is recommended, therefore, that consideration be given to funding the establishment of regional educational service agencies in the states under a revision of Title III along the following lines:

1. Applicants eligible for funding would be recognized regional legal identities "in the line" of the state's system of schools.
2. Applicants would have some formalized and enforceable connection of a legal, political, or fiscal nature with the state education agency and its constituency.
3. Applicants would specify in detail the specific instructional and technological offerings contemplated--demonstrating their appropriateness and giving assurance of nonduplication.
4. Applicants would specify in detail the accessibility of programing to their constituency and the state.
5. Applicants would specify in detail contemplated staff standards and degree of sophistication of both programing and technology.
6. Successful applicants would be selected on the basis of the following priorities:
    a. Purity of the corporate structure of the applicant
    b. Extent to which the applicant organization is an integral component of the state system
    c. Economic feasibility of the service program contemplated--enough full-time work for specialists assigned discretely to their specialty
    d. Professional feasibility of the application--the work is necessary and will be done in an excellent way
    e. Accessibility of the proposed operation--physical and rightful access
    f. Appropriateness of programing--the programing fits uniquely the requirements of the constituency at the present point in time.

Several additional considerations should be emphasized. Since the real objective of providing "services not now available in sufficient quantity and quality" is a normative distribution of specialized programing, high quality education extended to every section of every state, the approval of funding cannot be based solely on the ability and skill of an applicant to prepare a sophisticated and meaningful proposal. State education agencies would need to accept responsibility for developing within their state a network of supplementary centers or regional service agencies capable of meeting the foregoing recommendations and criteria.

A second consideration is that in a number of states or in specific instances within a state serviceable regional service agencies already exist. The eleven prototype agencies described in Part A are illustrative. In other states plans for establishing or developing such agencies are in process. While many of the existing agencies might well need strengthening and some degree of structural overhaul and reorganization in order to meet the criteria proposed, it would be unfortunate to assume that an entirely new network of centers would need to be created. In many instances, only minor adaptation would be required. The availability of supplemental funds only for agencies meeting the proposed criteria would undoubtedly stimulate the modification necessary for eligibility.

A third area for concern relates to sustaining those programs that are developed on a multi-district basis. Plans for funding should anticipate the importance of the continuation of services once they have been initiated. While programs can be expected to modify over time as needs change and as the competence and sophistication of the program increases, a false start after which a program must be abandoned is often near total waste. It would be far more beneficial on a long-range basis to keep the standards for receiving funds sufficiently high that they would be relatively difficult to meet and follow this with some built-in assurances that programs undertaken can be continued.

APPENDIX

REGIONAL SERVICE AGENCY

An Inventory of

ORGANIZATIONAL AND OPERATIONAL CHARACTERISTICS

INTRODUCTION

There is increasing recognition that many specialized educational services require a pupil population base larger than individual local school districts in order to function in an effective and efficient manner. Only through some type of multi-district approach can high standards of professional practice in a wide range of educational services be coupled with the prudent use of both personnel and material resources. As a result of this reality, numerous types of regional (multi-district) service agencies have been organized. This survey is designed to provide descriptions of selected prototype agencies with the hope that suggestions and guidelines for their refinement and extension can be developed.

DIRECTIONS

This inventory consists of four parts:

Part I - Prepare a brief narrative description of the regional service agency, its program, its operation, its unique characteristics, and any other aspects which would assist the understanding of anyone unfamiliar with its organization and operation.

Part II - Complete the series of items included in Schedule B. They are numbered consecutively from 1 to 60 to permit quick and easy reference. Most items can be answered by a "Yes" or "No" although in a few instances specific information is called for.

Part III - With respect to specific service programs, a separate Schedule C should be completed for each program. Where a particular staff member works with more than one program, he should be identified with each and the approximate amount of his time spent with each prorated as closely as possible.

Part IV - Attach any statements of policies, descriptive brochures, budget, or any other data or materials not adequately covered by Parts I, II, and III.

PART I - Schedule A

Name of regional service agency____

NARRATIVE DESCRIPTION

(Use additional page(s) if needed)

PART II - Schedule B

IDENTIFICATION

1. Official or legal name of the regional service agency ______________________________

____

2. Number of local school districts in the area served ______________________________
3. Number of public school children in the area served ______________________________
4. Number of high schools in the area served ______________________________
5. Number of local district superintendents in the area served ______________________________

ORGANIZATIONAL STRUCTURE

DIRECTIONS: Encircle "Yes" or "No" as it applies to this regional service agency.

6. The regional service agency is an integral part of the state system of schools. Yes No
7. All local school districts within the geographic boundaries of the area served participate in the agency's service program. Yes No
8. All local school districts within the geographic boundaries of the area served are considered a corporate part of the agency. Yes No
9. The geographical territory of the state outside the area served by this agency is served by other regional service agencies offering similar programs or having similar program potential. Yes No.
10. The regional service agency has a governing board. Yes No
11. The governing board (board of education) is made up of laymen. Yes No
12. There are at least five (5) but fewer than ten (10) members on the agency's board of education. Yes No
13. The regional service agency board of education is elected at a popular non-partisan election. Yes No
14. The regional service agency board of education holds regular meetings--at least twelve times during the year. Yes No
15. The terms of office of the agency board members are of sufficient length and are so staggered as to provide experienced members on the board at all times. Yes No
16. The agency's board of education has approved a written set of policies for the operation of the board and the agency's staff. Yes No
17. The agency's board of education has full responsibility for determining and certifying its annual budget. Yes No

18. The agency's board of education has fiscal independence in securing the major portion of its budget. Yes No

19. The agency's board of education has some independent taxing power. Yes No

20. The regional service agency is eligible for and receives state financial support. Yes No

21. State funds are distributed to the regional service agency in the same manner and proportionate amount as applies to local districts within the service area. Yes No

STAFF

22. The regional service agency board of education selects and appoints the agency's superintendent or director. Yes No

23. The salary of the superintendent or director is determined by the agency's governing board. Yes No

24. The superintendent or director is expected to hold qualifications at least equal to those held by superintendents in local school districts. Yes No

25. The salary of the superintendent or director is comparable to or higher than the average salary paid to local district superintendents in the agency's service area. Yes No

26. The agency's board of education has adopted a salary schedule or schedules for all employed personnel. Yes No

27. All professional staff members employed by the regional service agency are expected to hold qualifications equal to or better than their counterparts in local school districts. Yes No

28. The salary of the next highest paid professional staff member of the regional service agency is at least two-thirds to three-fourths the amount paid to the agency's superintendent or director. Yes No

HOUSING

29. The physical facilities utilized by the regional service agency are appropriately located so as to be easily accessible to all local districts in the service area. Yes No

30. The regional service operation is housed in its own building of appropriate construction. Yes No

31. The agency's board of education has authority to acquire, maintain and equip its own facilities. Yes No

32. There is sufficient parking space near the agency's facilities to accommodate the staff and those visitors who may require it. Yes No

33. A majority of the agency's professional staff members are situated in private offices. Yes No

34. Suitable office space for the secretarial and clerical staff is provided separate from the professional staff offices. Yes No

35. A stockroom and duplicating facility are housed in a separate room from the general offices and staff offices. Yes No

36. A lobby or waiting room or rooms are provided separately from the general and professional offices. Yes No

37. Clinical operations, if any, are housed separately from the general and professional offices. Yes No

38. The offices include demonstration, conference, or teacher education facilities. Yes No

39. The professional and curriculum library and materials center of the office is housed in a separate library room. Yes No

OPERATION

40. The regional service agency has the same general educational objectives as do local school districts and the state education department. Yes No

41. The regional service agency serves as the regular channel of communication between the state education department and the local school districts. Yes No

42. The regional service agency initiates exploration of areas where service programs on a multi-district basis might yield educational benefits. Yes No

43. Local districts retain freedom to decide whether or not they will participate in any agency service program. Yes No

44. Local school districts assist in planning the specific services which the agency undertakes. Yes No

45. Local school districts, through their administrators, and boards of education, participate in developing and determining the policies and procedures which guide the agency's service programs. Yes No

46. When the regional service agency's service personnel work in a local district they do so in the framework of local district policies and under the supervision of local district administrators. Yes No

47. The regional service agency retains the freedom to decide whether it offers one or more of its services to any local district. Yes No

48. The operation of the regional service agency is adaptable to major changes in local school district organization. Yes No

49. The regional service agency encourages local school districts to assume responsibility for a particular service when or if they become able to provide it effectively at the local level. Yes No

Identify any services previously provided by the agency which now operate as local programs.

____

____

____

____

50. The regional service agency's board of education subsidizes certain specific, mutually agreed upon programs in the larger local districts in lieu of agency operations carried on for districts too small to operate such programs. Yes No

51. The regional service agency is engaged in programs which can be regarded as research or experimentation. Yes No

52. The regional agency's board of education subsidizes certain specific, mutually agreed upon programs in local districts where such programs are of a pilot or experimental nature. Yes No

53. Balance sheets and other financial reports are developed and distributed to the agency's board of education at least once each month. Yes No

54. The regional service agency's structure permits the development of a specialized service program as a joint venture with other regional service agencies. Yes No

55. The services of a corporation counsel or a civil counsel are readily available to the regional service agency. Yes No

56. The regional agency coordinates school programs with the service programs provided by non-school agencies. Yes No

57. Each regional agency service program is appraised in terms of the extent to which the need for the service is being met. Yes No

58. The staff of the regional agency's operation is departmentalized. Yes No

59. Fewer than eight staff members report directly to the agency's superintendent or director. Yes No

60. In the space below (or attach) diagram the table of staff organization of the regional service agency's operation.

PART III - Schedule C

me of regional service agency______________________________

____

PROGRAM DESCRIPTION

1. Name of program:______________________________
(Indicate here the "name" of the program described, e.g., Reading Clinic, Instruct:ional Materials Center, Data Processing, Child Accounting...., etc.)

2. Professional staff involved in this program:

Name of Person	Percent of Time1/	Highest Degree	Annual Salary2/

3. Non-certificated personnel involved in this program:

	Total No. of Persons	No. Full Time	No. Part Time
Secretarial			
Clerical			
Others: (list by type of position)			

4. This service program is extended to: (Check all which apply)
______All local school districts in the service area.
______The largest local school system in the service area.
______The larger local school systems in the service area.
______The smaller local school systems in the service area.

5. How many local school districts are served by this program?__________

6. Number enrolled in the school districts served by this program?__________

1/ If the person is involved full-time, write "full." If part-time, indicate the approximate percent of time devoted to this program.

2/ Indicate the total annual salary for the person even though only a small proportion of his time is devoted to this program.

7. Is the specialized equipment required for this program maintained in adequate supply? Yes No

Comments:

8. Does the professional staff working in this program have its own selection of reference books, periodicals, texts and materials? Yes No

9. Is the professional staff of this program subsidized for attendance at regional or national meetings in this area of educational specialization? Yes No

10. Does the budget for this program permit the payment for honoraria and expenses to bring in outstanding people in this particular field to enrich or add depth to the offerings of the regional service program? Yes No.

11. GENERAL COMMENTS: (Any particular or unusual aspects of the program not sufficiently described by items 1-10)